



# COMPREHENSIVE PLAN 2012



Texas A&M University  
Master of Urban Planning





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## **Acknowledgements**

The work done by the students listed in the biography section rests on a large body of previous work done by many other students in six other graduate classes. Those students completed a State of the City report, wrote and analyzed a community survey, and contributed to many other parts of the plan (for example, pedestrian connectivity, ideas for hotel reuse, property tax delinquency analysis, etc.). They analyzed and suggested changes in zoning and subdivision regulations; prepared case studies on other communities that have successfully dealt with similar challenges; and proposed creative solutions to some of Brownwood's issues.

These students came from a wide range of PhD, Masters and Bachelors programs in the Department of Landscape Architecture and Urban Planning, the College of Architecture, and several other colleges at Texas A&M University. Their current fields of study include architecture, landscape architecture, land development, geography, agricultural economics, government and public policy, urban and regional science, and urban planning; their undergraduate fields of study cover an even wider range of subjects. These students are listed below.

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The courses in which students participated in the development of the Comprehensive Plan are as follows:

- Applied Planning I (PLAN 662) and Applied Planning II (PLAN 663) for the academic year 2010-2011;
- Applied Planning I (PLAN 662) and Applied Planning II (PLAN 663) for the academic year 2011-2012;
- Plan Implementation (PLAN 658) for fall 2010;
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Several students also chose to work on the Brownwood plan as part of an independent study (PLAN 685), final professional report (PLAN 691) or internship (PLAN 684) starting in summer 2010 and continuing through spring 2012.

We would like to thank Mayor Stephen Haynes, the Brownwood City Council, and City Manager Bobby Rountree for providing this opportunity to assist in the education of so many students. We would also like to thank the many elected officials, staff, volunteers and residents of Brownwood who have devoted their time, thoughts and talent to the development of this plan. Largely because of your efforts, this plan should prove to be a useful guide for Brownwood's development for many years to come.

Sincerely,

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## **Biographies**

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I am a second year Master of Urban Planning student from Portage, IN. I received a Bachelors degree in math and economics from the University of Evansville in 2010. My interests include transportation planning, and I am pursuing a graduate certificate in transportation.

### **Maggie Dalton**

I am from Wolfforth, Texas. When people ask me where this is, I simply respond with "Lubbock". I received a Bachelor degree in Urban and Regional Sciences in 2010 from Texas A&M University. My interests at the university include the revitalization of historic downtowns, sustainable practices for developers, and how to combine the two to promote restoration and infill development. My favorite color to look at is green, but my favorite color to wear is purple.

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I am from the San Francisco bay area, with a Bachelor degree in Linguistics from UC Santa Cruz. I previously lived in France for three years and in Michigan for two years before coming to Texas. I am interested in helping cities become more pedestrian and bicycle friendly. I work full-time at Texas A&M and commute via bicycle five days a week in all seasons.

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I am from Port Arthur, Texas. My undergraduate degree in University Studies with a focus in Architecture History was earned from Texas A&M University. I enjoy museums and old buildings, as well as golf, tennis, and the color green.

### **Kuoyong (Kerry) Hoo**

I am the only current Master of Urban Planning student from Singapore. My undergraduate degree in Urban and Regional Planning was earned in my native country. My interests include playing soccer, cooking, running, swimming, and going to the gym. My favorite colors are yellow, white, and green.

### **Jin, Sun Mi (Sunny)**

I am from Seoul, South Korea. My undergraduate dual-degree is in Urban Planning and Real Estate. I am interested in relationships between urban sprawl and new urbanism. I love to play basketball and snowboard.

### **Zac Johnson**

I am from Mount Pleasant, Texas. My undergraduate degree in Bioenvironmental Science was earned from Texas A&M University. I enjoy good times, good company, and the outdoors. I am quite the college football aficionado, and do admit to enjoying historical and oddball facts more than I should.



**Ross LaFour**

I hail from Nacogdoches, Texas. I graduated in 2010 with a B.S. in Emergency Administration and Planning from the University of North Texas in Denton. Following a semester-long internship with New Orleans' Department of Hazard Mitigation, I came to Texas A&M, where I am focusing my studies on housing and community development.

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I am from Seoul, Korea. I have a Bachelor of Science degree in Architecture; my interests are in hazard mitigation and recovery. I love the color gray.

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I am a 2003 graduate of Texas A&M University, with a degree in Recreation, Park, and Tourism Sciences. I worked as a draftsman throughout my college career and before; thus, I have an extensive knowledge of architecture, structural, and civil engineering. I am currently self-employed as an architectural designer and design consultant while I complete a Master's degree and historic preservation certificate at Texas A&M.

**Kent Milson**

I am a proud member of the Texas A&M Class of 2009 and 2012. I am a first-generation Aggie originally from Flatonia, Texas. I received a Bachelor of Landscape Architecture degree in May 2010 and am currently completing a Master of Urban Planning degree. My interests are in urban design, infill development, and sustainable urbanism practices, and after graduate school, I am interested in working in the private sector as a planning consultant. My favorite colors are Dutch blue and lime peel.

**Allie Norman**

I am a second year Master of Urban Planning student at Texas A&M University. Originally from Fort Worth, Texas, I received a Bachelor of Science in Urban and Regional Sciences from Texas A&M in May 2010. My primary interests are in transportation planning, and more specifically multimodal transportation.

**Ryan Norton**

I was born and raised in southern middle Tennessee. I received my Bachelor of Science focusing in Agricultural Engineering from the University of Tennessee at Martin in 2010. I decided to continue my education with a master's degree in a field that could be applied to improve peoples' quality of life. I am now attending Texas A&M University where I am studying Urban and Regional Planning with a focus on Environmental Hazards. I hope to be able to use my education and experiences in a manner that will help the overall public.

### **Nicholas Oyler**

Originally from Memphis, Tennessee and with an undergraduate degree in Geography and German, I am a member of the Master of Urban Planning class of 2012. My planning interests are in sustainable development, alternative transportation, and urban design. After graduation, I plan to work abroad.

### **Michelle Queen**

I am a proud member of the Texas A&M Class of 2009 (WH09P!) and Master of Urban Planning program. Originally from Dallas, Texas, I earned an undergraduate degree in Environmental Design and ultimately aim for a career in private sector development and/or public sector consulting. My interests are in graphic design, creative problem solving, urban design opportunities, architectural preservation, the social issues of planning, and placemaking. Though I “bleed maroon”, orange is my favorite color and my favorite pastime is roughing around with the “Fronies” (my dogs Frank and Tony). Additionally, I do enjoy tart strawberry lemonade on Sunday afternoons.

### **Aracely Rodriguez**

I am from Brownsville, Texas. I like sharks and Korean dramas, and love to spend time at the beach while reading and enjoying nature.

### **Andrew Sauls**

I am from Friendswood, Texas in the suburbs of Houston. I earned a Bachelor of Business Administration in Economics from St. Edward's University, where I am credited for starting the now-thriving university jazz band. Currently, I am a Master of Urban Planning student pursuing a certificate in Sustainable Urbanism. My planning interests include social equity, spatial decision support systems, and sustainable development. Blue is my favorite color, but green is also nice.

### **Xingliang Tong (Cindy)**

I am from Hunan, China, a province that is famous for spicy food. I earned my undergraduate degree from Beijing Normal University's Department of Geography, where I spent two years studying basic geography and the last two years studying resource management and urban planning. My favorite colors are green and pink—they make me feel young and delightful. I enjoy doodling, singing, and cooking, though I am good at none of them.

### **Micah Van Alstyne**

I am a first-generation Aggie from Conroe, Texas. As a former member of the Texas A&M Corps of Cadets and Parsons' Mounted Cavalry, I earned a B.S. in Spatial Sciences from TAMU in the spring of 2010. I am currently earning a Master of Urban Planning degree with an emphasis in transportation planning and urban design, and expect to graduate in the spring of 2012. After graduating, I plan on working in either the private planning sector or in the petroleum industry. My interests include playing acoustic guitar, snowboarding, reading, and working out.

### **Brittney Weathers**

I am from Katy, Texas. I earned a Bachelor of Arts in Political Science from the University of Houston in December of 2007. My planning interests lie in transportation, specifically freight and passenger rail. My favorite color is red!

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# 1-1 Introduction



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## **1-1 Introduction**

### **History**

Brownwood is a vibrant city located at the geographic center of Texas. It also serves as the county seat of Brown County and was recently designated a gateway to the Texas Hill Country.

Three men were essential to the development of the city we see today. Brownwood gained its name from Henry Stevenson Brown who was a settler and trader in the 1830s. For his heroic actions in helping guide settlers to Texas, his name lives on as the name of the county and city. Brownwood was originally incorporated in the 1860s after Greenleaf Fisk donated sixty acres to the city. He donated the area so that Brownwood could become the county seat of Brown County. One of the original settlers to the region, William Welcome Chandler, became an influential man in Brownwood. His log cabin served as a gathering place for incoming settlers and became the first post office.

The city's location along the western trail meant that Brownwood experienced a boom of commercial growth as people traveled to west Texas for economic opportunity. Soon the city became a commercial hub, with cotton as a major cash crop for the region. In the late 1870s the cotton gin increased the production capacity in the area, and later oil and gas reserves were discovered in the region. Brownwood grew in prominence as a railroad hub in the early 1900s. The city continued to build its commercial reputation as cotton was shipped along the rail line to Fort Worth. This great economic boom created a need for the city to plan its future.

### **Comprehensive Planning**

The city's first plan was drafted in 1929, one year after the Standard State Zoning Enabling Act was enacted. Brownwood has since had two updates to its comprehensive plan, one in 1959, and the other in 1989. In the 1989 update, the plan was broken down into six general sections: Location and General Setting, Demographics, Existing Land Use, Thoroughfares, Local Economy, and Community Involvement. This plan is the newest iteration building on the foundations of these previous plans to develop its 2030 plan – outlining how Brownwood will continue to *“feel like home”* on into the future.

The City of Brownwood's Comprehensive Plan is the chief tool to enable the management of growth and the delivery of public services in a timely and efficient manner. Since the last comprehensive plan update, the city has grown in acreage while experiencing moderate population fluctuations. As Brownwood continues to develop, the challenge is to direct growth appropriately and to retain the qualities that residents have come to cherish. Residents are attracted to the city by a uniqueness that is not found elsewhere in the region. By planning, the city can ensure its residents of a rich sense of community, the continuing celebration of a proud past and small-town traditions, and a quality of life that is not common in this day and age.

The comprehensive planning process is an articulation of community needs and policies through a collective city vision. This vision allows city officials to tailor goals and objectives in order to accomplish a few basic principles:

- Provide a guide for public and private decisions.
- Promote the interests of the citizens at-large.
- Enhance the city's economic, social, and environmental resources.
- Develop a coordinated, well-planned system of public services and utilities.
- Evaluate short-term actions against long-term goals.

The City of Brownwood's Comprehensive Plan provides policy guidance for addressing future issues within the context of the Plan, including economic development; population and housing; transportation; environmental resources; land use; community facilities; parks and recreation; historic preservation; and urban design and community appearance.

The primary purpose of the Brownwood Comprehensive Plan is to serve as a guide for Brownwood's future growth and development. It is a decision-making tool, which is directed by a series of goals, objectives, and recommendations set forth by the city officials and the public. These are meant to serve as the rubric to evaluate proposals and developments in the context of the city's vision. The Comprehensive Plan also serves as a guidebook for identifying essential capital projects needed by the city. This Comprehensive Plan is flexible, meaning it can be changed as the city continues to grow and develop, so that it is able to fulfill the needs of the city. It also serves as the framework to develop zoning and other land use regulatory tools.

The primary objectives of the Comprehensive Plan are:

- Facilitate public and private development.
- Minimize conflict between land uses.
- Manage growth and promote redevelopment.
- Ensure the efficient delivery of public services.
- Provide sound rationalizations for making decisions affecting the community.

Included within this Comprehensive Plan are recommendations related to the various physical aspects of Brownwood. These recommendations build on a set of goals and objectives developed by the Mayor, City Council, commission and board members, department staff, business representatives, and the public. They are intended to preserve the "feels like home" atmosphere of Brownwood and to maintain it as an excellent place to live, work, and raise a family. Each of the goals can be implemented by a specific set of recommendations and action statements set forth in this Comprehensive Plan.

## 2. Population and Demographics



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## **1-2 Population and Demographics**

Understanding the current population and forecasting the future demographics of Brownwood are crucial elements in creating a long-range plan. The following chapter summarizes the population by size, age, gender, race/ethnicity, household, educational attainment, and income. Future values are also projected for the years 2020 and 2030 to assist in the planning of future facilities for the community.

### **Methodology**

Two population methods, the ratio share method and cohort-component method, were used to forecast the population growth for the years 2020 and 2030 in Brownwood.

The ratio share method considered Brownwood as a part (share) of a larger area (Brown County). Population data for 2000 and 2010 was obtained from the United States Census Bureau for both Brownwood and Brown County. The share was calculated by dividing Brownwood's population by the total population of Brown County. Projections from the Texas State Demographer (TSD) for Brown County were obtained. Finally, Brownwood's historical shares were applied to the TSD 2020 and 2030 estimates. The ratios for each race group were calculated by finding the average share between 2000 and 2010. The rate was held constant through the year 2030. However, the results seemed unlikely given the rapid pace of population growth relative to historical data. Therefore, the population projections gained using the cohort-component method were used because they are more consistent.

The cohort-component method was used to compute the projected population growth of males and females for a given race/ethnicity of Brownwood. This method utilizes the average survival and birth rates for the entire country, based on age group and gender, to compute the natural growth of the community. Additionally, it computes a migration rate based on past population numbers for Brownwood. Data was collected for the population structure of Brownwood in 2000 and 2010 to perform the population projection for 2020 and 2030.

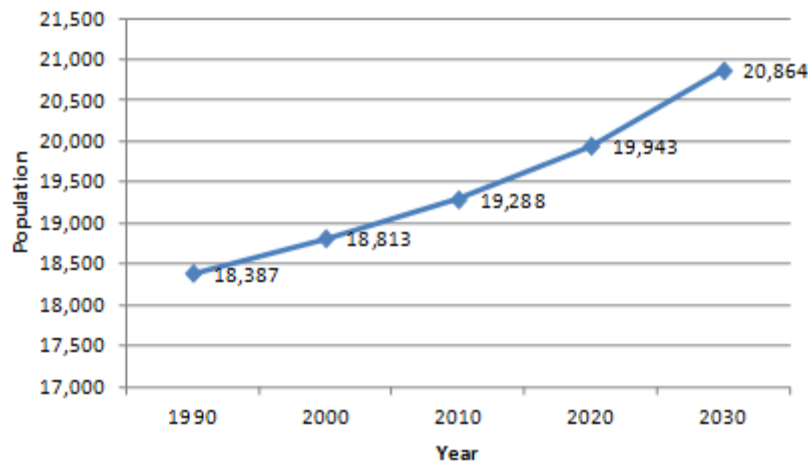
One significant limitation was observed when computing the projected populations. Specifically, the age cohorts are different for the United States Census Bureau and available data for survival and birth rates. The cohorts for Census data were one year ahead, but as this was constant throughout each cohort and the time increments were the same in each (10 years, except for the first year), these cohorts were treated as if they were categorizing ages of the population the same.

### **Population Summary**

The population of Brownwood has been slowly but steadily growing since 1990. The United States Census Bureau states that the total population was 18,387 in the year 1990 and was 19,288 in the year 2010, which is a 4.67 percent increase. The population is expected to grow to 19,943 in 2020 and 20,864 in 2030, an increase by 3.29 percent and 4.10 percent, respectively. These results are illustrated in Figure 2.1.



Figure 2.1: Population Growth, 1990 to 2030



Source: United States Census Bureau

A simple method to verify that the population projection is correct is to consider the number of building permits that were approved for residential units within the last ten years. Between January 1, 2000 and August 20, 2010, roughly 127 building permits were approved. By multiplying this number by the average household size, which is 2.5 persons per household, it can be estimated that the population increased by 312 people. Assuming a similar growth between 2010 and 2020, using this method the population in 2020 is estimated to be 20,134, which is close to the projection using the Cohort Component Method of 19,943. This verifies that the projection is most likely accurate.

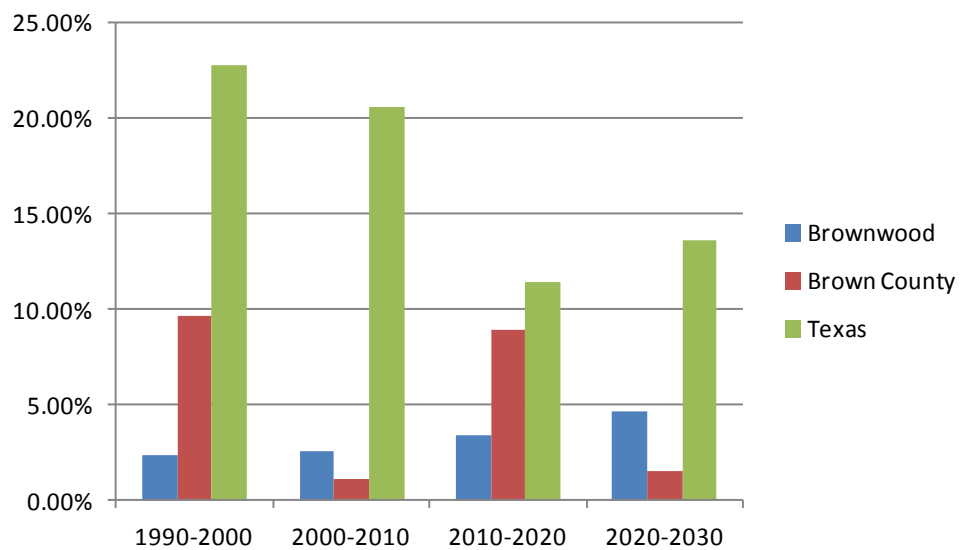
Table 2.1 presents the changes in Brownwood's populations between 1980 and 2030 compared to that of Brown County and the state of Texas. It should be noted that Brownwood, as the largest city in Brown County, constitutes approximately 50 percent of the county's population. As indicated in Table 2.1, the population of Brownwood increased at a slower rate than Brown County and Texas from 1990 to 2000, and it is expected to do the same in the period of 2010-2020. The population of the city increased faster than Brown County in the periods of 2000-2010 and the same is expected in 2020-2030, although slower than Texas as a whole (as shown in Figure 2.2).

Table 2.1 Population Summary of Brownwood, Brown County, and Texas, 1980-2030

Year	Brownwood	Brown County	Texas
1980	19,396	33,057	14,255,513
1990	18,387	34,371	16,986,510
2000	18,813	37,674	20,851,820
2010	19,288	38,106	25,145,561
2020	19,943	41,518	28,005,740
2030	20,864	42,149	31,830,575

Source: U.S. Census Bureau, Texas State Data Center, and the Office of the State Demographer

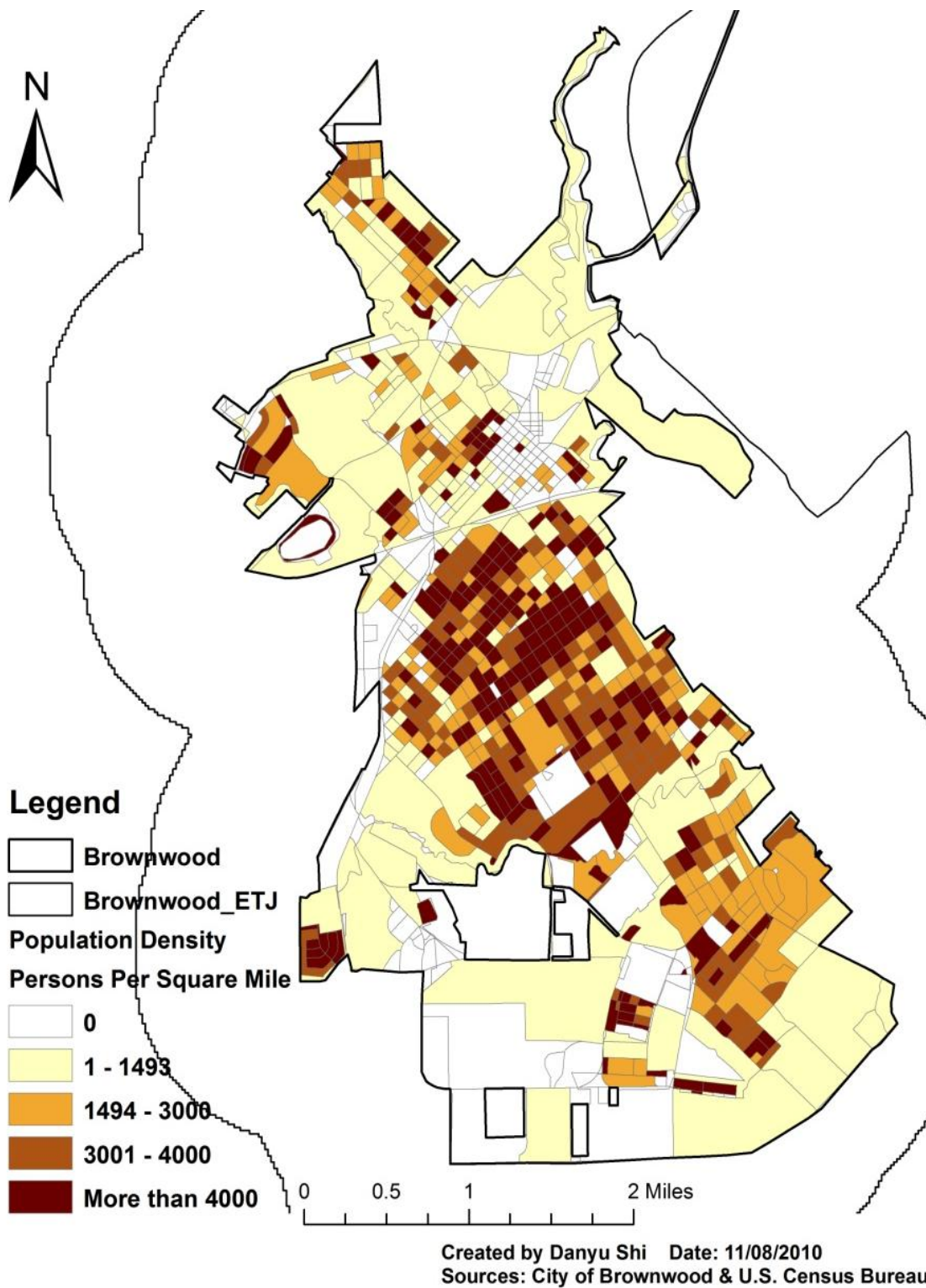
Figure 2.2: Population Growth Rate of Brownwood, Brown County, and Texas, 1990-2030



Source: United States Census Bureau; Texas State Data Center; and Office of the State Demographer

Map 2.1 depicts the general location of the population and overall density of the City of Brownwood. The majority of the population is located in the center of the city, with a small higher density area in the south portion of the city. The peripheral portions of the city are mainly low density.

Map 2.1: Density of Brownwood by Census Block Group, 2000



Note: The 2010 map for density is still in progress.

## Age

As shown in Table 2.2, the median age of Brownwood in 2010 is slightly higher than the state, but lower than the county; these relationships remain consistent for both 2000 and 2010. The median age of Brownwood, Brown County, and Texas increased between 2000 and 2010. However, Brown County's population is aging more than Brownwood, as it increased by approximately 3 years as opposed to Brownwood which only increased by 0.80 years.

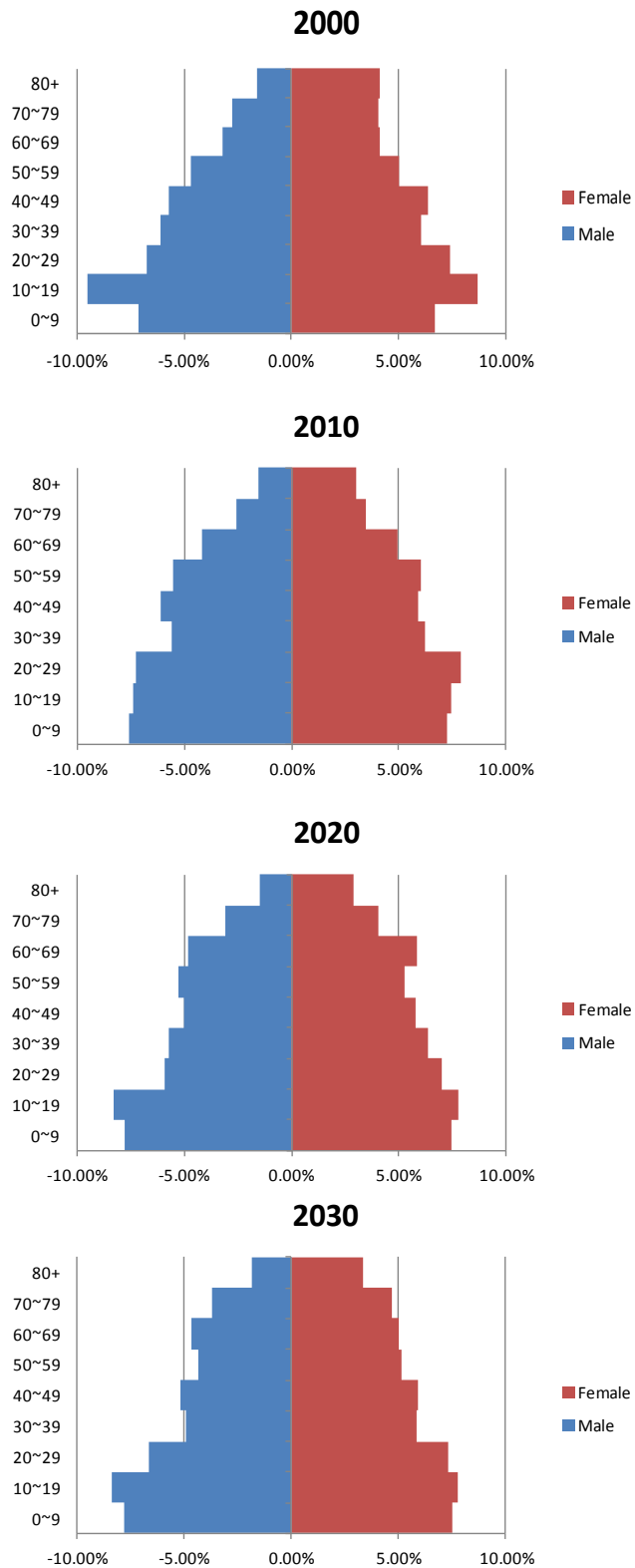
Table 2.2: Median Age of Brownwood, Brown County, and Texas

Year	Brownwood	Brown County	Texas
2000	33.40	37.20	32.30
2010	34.20	40.10	33.60

Source: United States Census Bureau

The age distribution of Brownwood is also shifting, as shown in Figure 2.3. A large proportion of the populations in 2000 and 2010, approximately 32 and 30 percent, respectively, are in the 0 to 19 age range. A similarly large proportion is projected to remain in the following years with roughly 31 percent in both 2020 and 2030. The population is not only projected to be mostly young, but is anticipated to have a large older population. The population between ages 70 and 80+ is expected to grow from approximately 10 percent in 2010 to 12 and 14 percent of the populations in 2020 and 2030, respectively. Including the 60 to 69 age group, the elderly cohort (between 60 and 80+) makes up 20 percent of the population in 2010, and is projected to make up 22 and 23 percent of the populations in 2020 and 2030. These trends imply that the middle-aged cohort is expected to decline due to the increasing young and elderly populations.

Figure 2.3 Age Distribution, 2000-2030





## Households

In 2010, the household population in Brownwood was 18,138, with an average household size of 2.47 people. Supposing the household size will remain unchanged in the future, the estimated number of households will be 7,593 in 2020 and 7,943 in 2030, as summarized in Table 2.3. An increased number of households indicate an increased demand for housing. The housing density is also likely to increase during that period. Higher housing density will mean a more efficient use of the resources and infrastructures.

Table 2.3: Number of Households in Brownwood

Year	1990	2000	2010	2020	2030
Number of Households	6,985	7,121	7,369	7,593	7,943

Source: United States Census Bureau

## Gender

The distribution of gender in Brownwood is summarized in Table 2.4. Females comprise approximately 52 percent of the entire population between 1990 and 2010; this proportion is projected to remain consistent throughout 2020 and 2030 as well.

Table 2.4: Gender Distribution, 1990-2030

Year	1990	2000	2010	2020	2030
Male	47.65%	47.54%	47.76%	47.61%	47.50%
Female	52.35%	52.46%	52.24%	52.39%	52.50%

Source: United States Census Bureau

## Race/Ethnicity

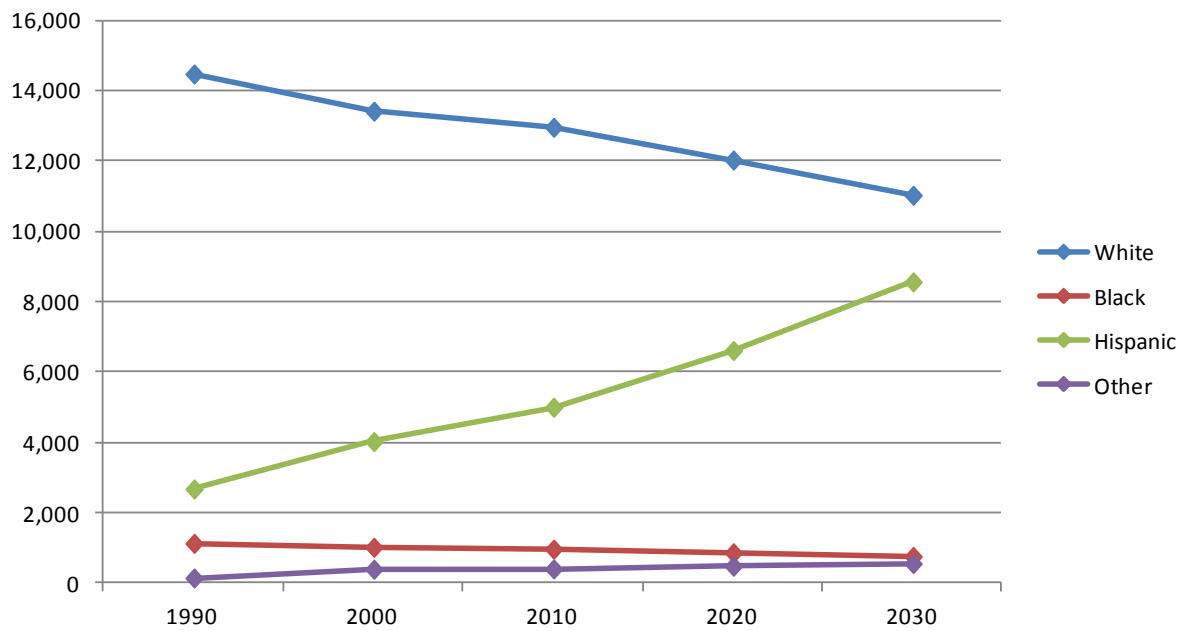
Four racial/ethnic groups were considered in the population projection of Brownwood: white, black, Hispanic, and all other race/ethnicities, grouped in the category titled 'Other.' Currently, the majority of the Brownwood population is white, as summarized in Table 2.5 and depicted in Figure 2.4. The white population has been decreasing and is expected to continue to do so. In 1990, 79 percent of the population was white, and is only expected to make up 53 percent of the population in 2030. Similarly, the black population is decreasing and will continue to do so; between 1990 and 2030 the black population is expected to decrease by approximately 33 percent, from 1,121 to 748 people. In contrast, the Hispanic population is anticipated to grow rapidly. It only composed 15 percent of the total population in 1990 but is projected to be 41 percent of the population in 2030. This is a similar trend expected to occur in the state; the percentage of the Hispanic population is expected to grow from 32 percent in 2000 to 48 percent in 2030. The spatial distribution of Brownwood's white and Hispanic populations can be seen in Maps 2.2 and 2.3.

Table 2.5: Race/Ethnicity Composition, 1990-2030

Year	White	Black	Hispanic	Other
1990	79%	6%	15%	1%
2000	71%	5%	21%	2%
2010	67%	5%	26%	2%
2020	60%	4%	33%	2%
2030	53%	4%	41%	3%

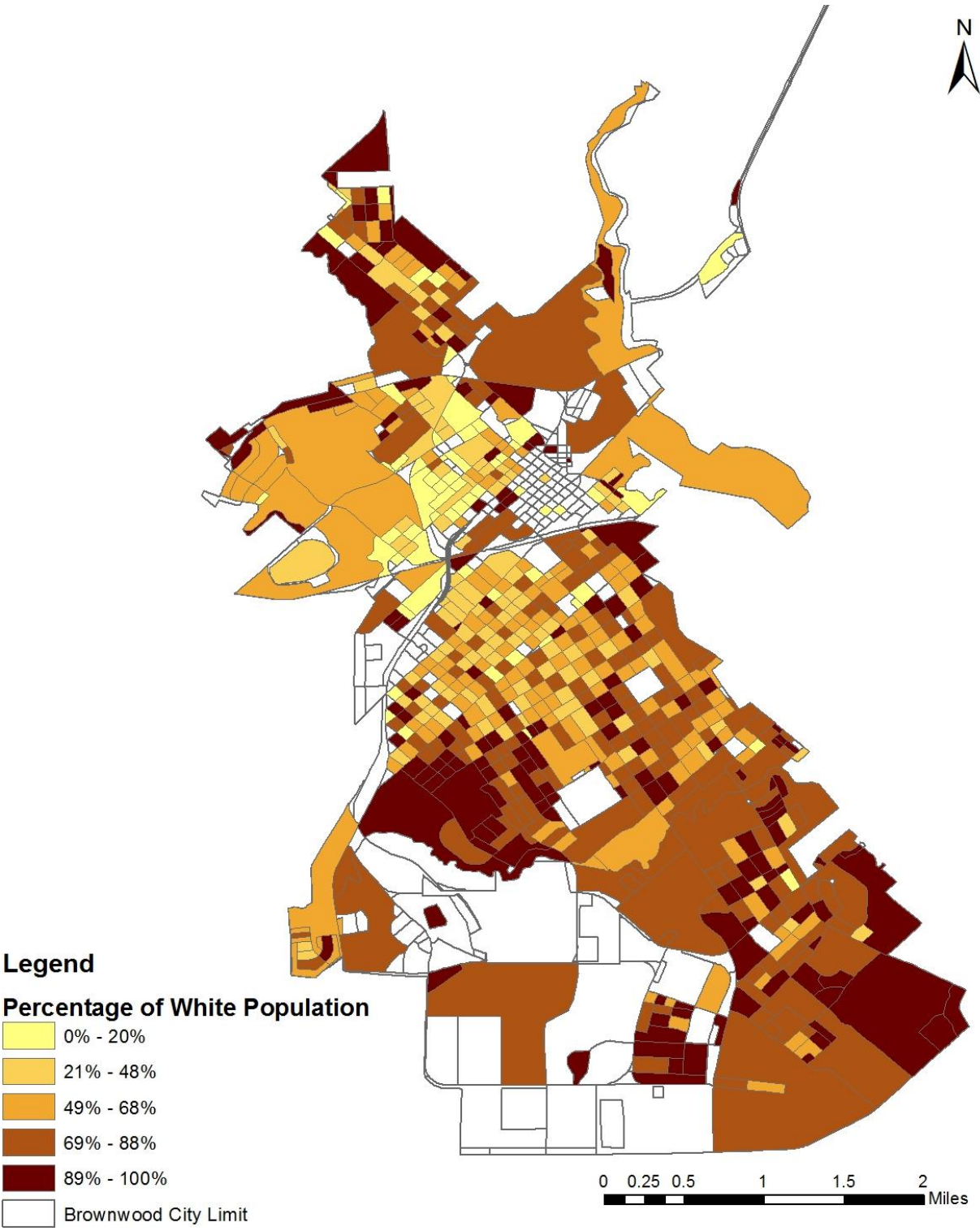
Source: United States Census Bureau

Figure 2.4: Racial/Ethnic Composition, 1990-2030



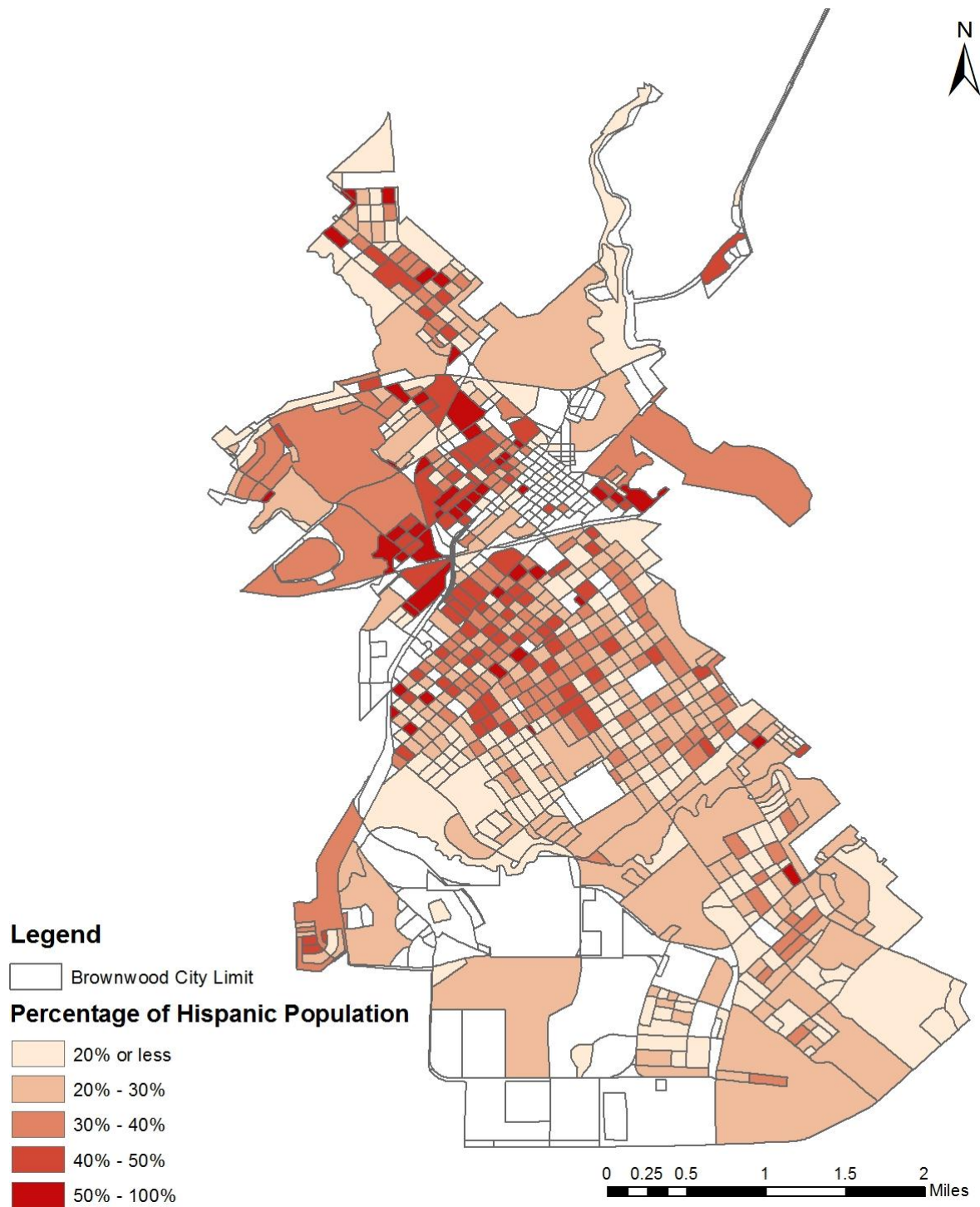
Source: United States Census Bureau

Map 2.2: Distribution of White Population Map, 2010 Census Blocks



Source: United States Census Bureau

Map 2.3: Distribution of Hispanic Population Map, 2010 Census Blocks



Source: United States Census Bureau

## Educational Attainment

The level of educational attainment has significantly increased in the last 20 years. As seen in Table 2.6, the number of people who obtained a high school diploma or higher has increased between 1990 and 2009, and the number of people who did not reach high school or did not receive a high school diploma has decreased, by 35 and 30.3 percents, respectively. This is a positive indication that the entire population is better educated and will continue to be more educated. These trends are further illustrated in Figure 2.5.

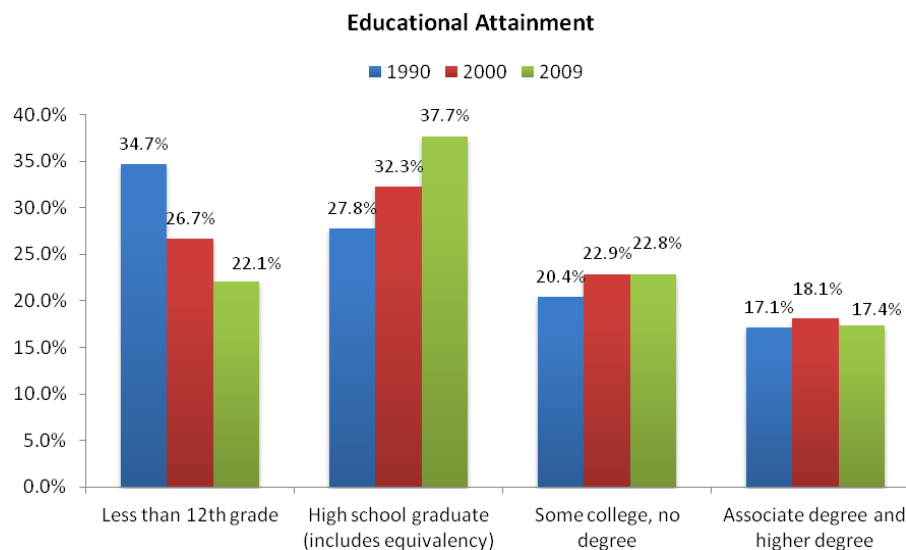
Table 2.6: Educational Attainment for the Population 18 Years and Older

Education Level	1990	2000	2009	1990-2000	2000-2009	1990-2009
Less than 9 <sup>th</sup> grade	1892	1397	1229	-26.2%	-12.0%	-35.0%
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	2747	2243	1916	-18.3%	-14.6%	-30.3%
High school graduate (includes equivalency)	3714	4400	5351	18.5%	21.6%	44.1%
Some college, no degree	2726	3122	3240	14.5%	3.8%	18.9%
Associate degree	507	487	530	-3.9%	8.8%	4.5%
Bachelor's degree	1215	1417	1309	16.6%	-7.6%	7.7%
Graduate or professional degree	559	555	628	-0.7%	13.2%	12.3%

Source: United States Census Bureau and 2009 American Community Survey

Compared to Texas and Brown County, Brownwood has a lower educational attainment level than the state, but is slightly higher than Brown County. In 2009, only 17.4 percent of the population attained an associate's degree or higher, whereas 25.4 percent of the state's population earned the same degree. However, the county's attainment level is only 15.3 percent. With respect to high school degrees, Brownwood, Brown County, and Texas had an attainment level of 37.7, 38.6, and 26.2 percents, respectively.

Figure 2.5: Educational Attainment of Brownwood



Source: United States Census Bureau

## Income

As can be seen in Table 2.7, the median household income in Brownwood had a significant increase from 1989 to 2009. However, the median household income was still much less than the county or state level. Even though Brownwood's median household income has increased, it has been decreasing compared to the county level. Furthermore, the median household income remains constant compared to the state level.

Table 2.7: Comparison of Median Household Income

Year	Brownwood	Brown County	Brownwood - Brown County %	Texas	Brownwood – Texas %
1989	17,826	19,291	92.4	27,016	66.0
1999	27,325	30,974	88.2	39,927	68.4
2009	31,578	38,531	82.0	48,199	65.5

Source: United States Census Bureau and 2009 American Community Survey

As illustrated in Map 2.4, it appears the median household income of residents in the northeastern area of Brownwood is lowest. The median household income of residents in the western and southern part is also lower than the median household income of the city. According to the 2009 American Community Survey, 18.8 percent of the families, and 23.0 percent of the individuals in Brownwood are below the poverty level, which is higher than the percentages of Brown County and Texas, as summarized in Table 2.8. Brownwood slightly increased its poverty level between 1999 and 2009.

Table 2.8: Poverty level in 1999 and 2009

<b>1999</b>	Brownwood	Brown County	Texas	U.S.
Families below poverty level	18.2%	14.0%	12.0%	9.2%
Individuals below poverty level	21.4%	17.2%	15.4%	12.4%

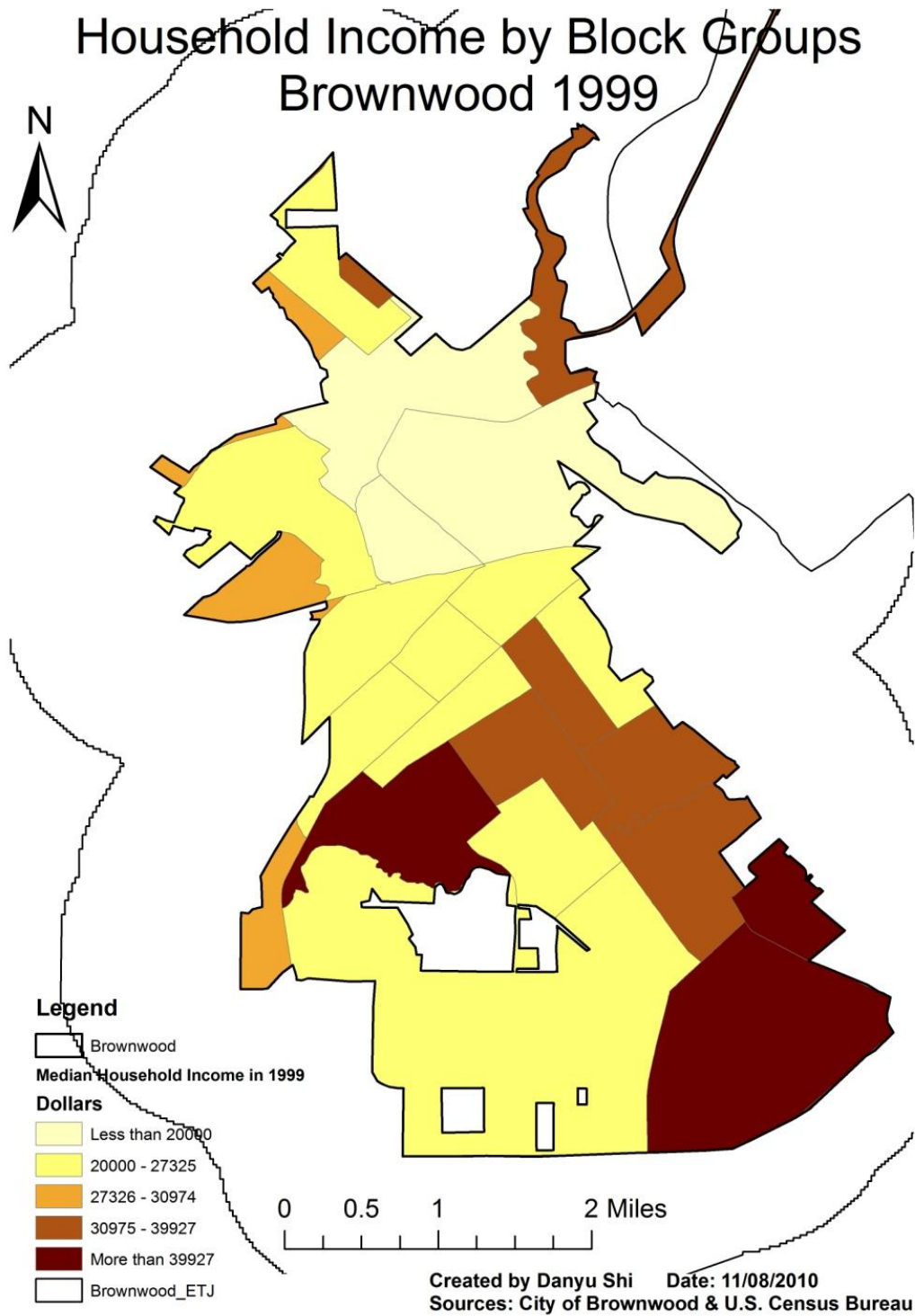
  

<b>2009</b>	Brownwood	Brown County	Texas	U.S.
Families below poverty level	18.8%	13.2%	13.2%	9.9%
Individuals below poverty level	23.0%	17.7%	16.8%	13.5%

Source: United States Census Bureau and 2009 American Community Survey



Map 2.4: Household Income by Block Groups in Brownwood in 1999



Note: The 2010 map for Household Income is still in progress.

## **SWOC Analysis**

### *Strengths*

- Increasing population.
- Increasing housing density.
- More young population of school age.

### *Weaknesses*

- Low household income.
- Low educational attainment level.
- Increasing poverty.

### *Opportunities*

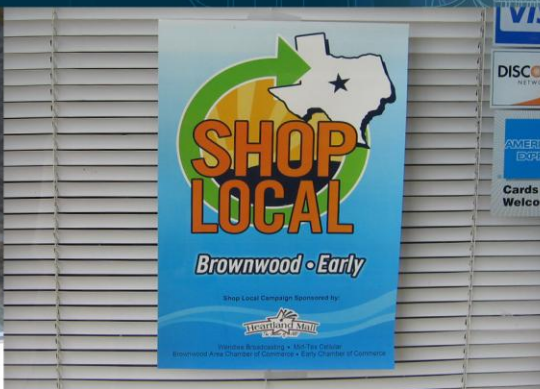
- Opportunity for minority community development.
- More demand for housing.

### *Challenges*

- Aging of population – more population over 60 years old.
- Potential for racial or ethnic conflict.



# 1-3 Economy



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## **1-3 Economy**

### **Overview**

The initial economic development of Brownwood was primarily characterized by the installment of Camp Bowie, with concurrent downtown retail and entertainment uses for the soldiers. The 1946 decommissioning of Camp Bowie provided the city with a large amount of land well suited for industrial development. However, due to Brownwood's geographic isolation from a larger metropolitan area, other service and product-based businesses have struggled to supplement and/or persist in the city. Today, the economy of Brownwood is largely characterized by the dominant manufacturing facilities of 3M, Kohler, Diamond P. Enterprises, and the Brownwood Regional Medical Center.



Major manufacturers, 3M and Kohler, are located on Camp Bowie's land.

Source: lelandacker.blogspot.com

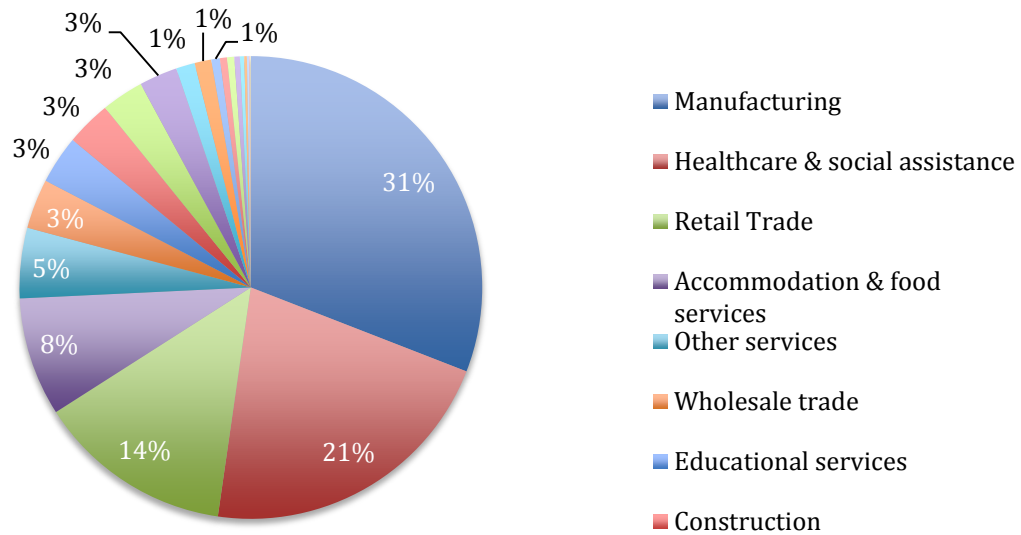
Brownwood is fortunate to have several organizations committed to creating economic development activities in the area. The Brownwood Economic Development Corporation (BEDC), Brownwood Industrial Foundation (BIF), and the Brownwood Chamber of Commerce primarily assume this responsibility on a formal basis. In addition, leaders from the city economic development agency, surrounding educational institutions and countywide businesses have come together under the Education Workforce Solutions Committee to "support and facilitate activities that encourage and enable Brown County students and residents to attend college and/or become workforce ready." In addition, a host of other groups and community leaders contribute to attracting and expanding industries and small businesses in the area.

The future growth patterns of the city can become more apparent by assessing the employment and the industrial composition of Brownwood. The total employment and composition of employment between 2000 and 2007 are listed below. Location quotient and shift share analysis are used to analyze the economic condition of Brownwood. Comparing the economic growth of the city and state can reflect what industries Brownwood can expand upon and what industries it can attract in the future.

### **Existing Conditions**

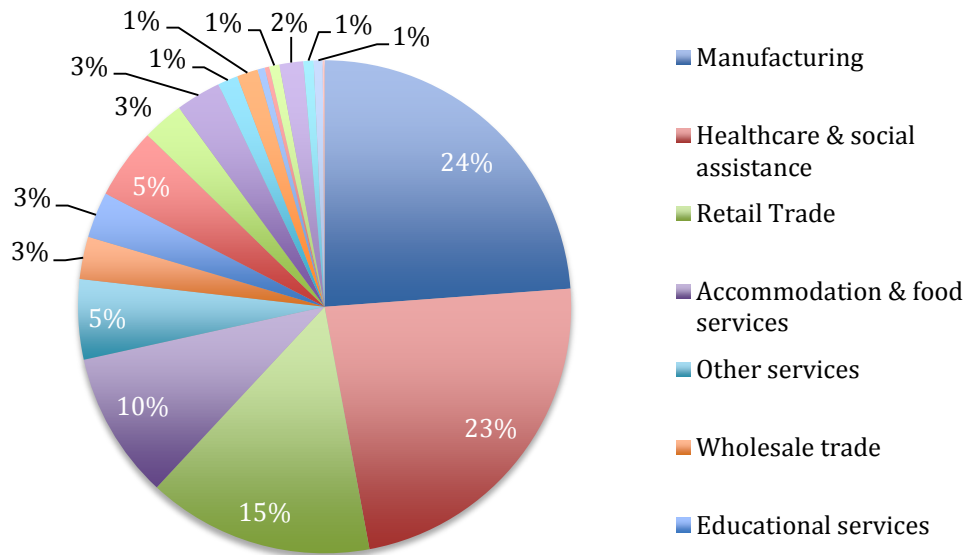
According to the United States Census Bureau ZIP Code Business Patterns, Brownwood's total employment increased from 12,404 in 2000 to 12,455 in 2007. The growth rate was 0.4%, which is much lower than the state level (statewide total employment of Texas increased by 12.6% from 2000-2007). The composition of the total employment of Brownwood in 2000 and 2007 is shown in Figures 3.1 and 3.2 on the following page.

Figure 3.1: Total Employment of Brownwood, 2000



Source: United States Census Bureau ZIP Code Business Patterns

Figure 3.2: Total Employment of Brownwood, 2007



Source: United States Census Bureau ZIP Code Business Patterns

The economic analysis focuses on the top five industries from 2000 to 2007, and their potential impacts on the community (Figure 3.3). These industries make up a large percentage (79% in 2000 and 77% in 2007) of the total working population. Tables 3.1 and 3.2 show the leading employment industry (manufacturing) decreased from 2000 to 2007, while employment in the other four industries increased.

Figure 3.3: Top Five Employment Sectors in Brownwood, 2000-2007



Source: United States Census Bureau ZIP Code Business Patterns

Table 3.1: Top Five Industries in Brownwood, 2000-2007

Top Five Industries	Total Employment		
	2000	2007	Percent Change
Manufacturing	3,834	2,967	-23%
Health care and social assistance	2,651	2,897	9%
Retail Trade	1,695	1,848	9%
Accommodation and food services	1,029	1,200	17%
Other services	610	654	7%

Table 3.2: Top Six Employers in Brownwood

Employers	Numbers of Employees
Kohler Co.	1,175
Brownwood Regional Medical Center	647
3M Co.	600
Brownwood ISD	510
Wal-Mart Super Center	505
Texas Youth Commission	467

### Location Quotients

The location quotients (LQ) method is a ratio that compares the percentage of employment locally to the percentage of employment in that industry in a reference (either state or US) economy. LQ is calculated as follows:

$$LQ_i = (e_i/e_T)/(E_i/E_T)$$

Where:       $e_i$ = local employment in industry i  
                   $e_T$ = total local employment  
                   $E_i$ = state (or national) employment in industry i  
                   $E_T$ = state (or national) total employment

This method evaluates industrial growth. A LQ equal to zero suggests the local employment is exactly sufficient to meet the local demand for a given good or service. Therefore, all of the employment is considered non-basic because these goods or services are not exported to non-local areas. In addition, LQs between 0.75 and 1.25 are considered to be meeting local demand. Industries with LQs higher than 1.25 are considered potential exporters, and industries with LQs lower than 0.75 are underserved and signify unmet, underperforming, or weak demand.



Table 3.3: Location Quotient of Industries, 2000-2007

Industry	Location Quotient	
	2000	2007
Manufacturing	2.6	2.5
Educational services	2.4	2.0
Healthcare & social assistance	1.9	1.8
Forestry, fishing, hunting, and agriculture	0.6	1.4
Retail Trade	1.1	1.2
Accommodation & food services	0.9	1.0
Utilities	0.8	0.7
Construction	0.5	0.7
Wholesale trade	0.6	0.5
Arts, entertainment, & recreation	0.3	0.5
Information	0.4	0.5
Finance & insurance	0.6	0.5
Transportation & warehousing	0.1	0.4
Admin, support, waste mgt, remediation services	0.3	0.3
Real Estate & rental & leasing	0.3	0.3
Professional, scientific, & technical services	0.2	0.2
Mining	0.5	0.2
Management of company & enterprises	0.1	0.2

*Education* is a dominant economic sector in Brownwood, a trend that is expected to continue. HPU, TSTC, and Ranger College are involved in the Education Workforce Committee that improves communication with potential employers and the city economic development agency. Both *Transportation & Warehousing* and *Wholesale Trade* have great potential considering Brownwood's central location in the state of Texas and its extensive network of railroads. *Forestry, fishing, hunting, and agriculture* (all of which contribute to Brownwood's tourism industry) have some capacity for growth, although *hunting* should have the most potential. Since Brownwood serves as the dominant city in Brown County, the city could grow in *Finance & Insurance; Admin, support, waste management, remediation services; information; professional scientific and technical services*. These services could grow to meet local demand, as well as serve the nearby cities.



"Howard Payne University is located in Brownwood, Texas, near the geographic center of the state."  
Source: hputx.edu

## Shift Share Analysis

The Shift Share Analysis examines factors that affect the growth of local industries. Three components of employment change are used: state share - the influence from the trend of Texas; industry mix - the influence from industry-specific factors; and local factors - the influence from local factors. For all the three factors, positive numbers mean a contribution to the growth of employment, while negative numbers signify growth impedance. The industry mix shows the effect the industry has on a national scale. Local factors represent regional activity.

Table 3.4: Shift Share Analysis of Industries

Industry	State Share	Industry Mix	Local Factors
Manufacturing	485	-944	-408
Healthcare & social assistance	335	321	-410
Educational services	53	31	-127
Finance & insurance	46	26	-103
Wholesale trade	54	-46	-94
Mining	9	66	-91
Retail Trade	214	10	-72
Accommodation & food services	130	105	-64
Professional, scientific, & technical services	18	30	-21
Utilities	8	-18	-14
Admin, support, waste mgt, remediation services	42	8	-12
Information	21	-13	-6
Forestry, fishing, hunting, and agriculture	1	-2	7
Real Estate & rental & leasing	8	4	10
Arts, entertainment, & recreation	5	4	38
Management of company & enterprises	3	-3	53
Construction	49	13	128
Transportation & warehousing	6	3	137

The *state shares* are positive meaning the state level activity contributes to the growth of employment. The -944 in *Manufacturing, Industry Mix* represents a nationwide economic shift from a product-based to a service-based economy. Brownwood must work to retain the existing manufacturing firms, while also diversifying the economic base. The negative numbers under *local factors* illustrate that Brownwood city action can help increase the base of each industry.



## SWOC Analysis

### *Strengths*

- Large industrial base.
- Several organizations for economic development activities.
- Specific interest from Howard Payne University to use Brownwood Hotel for university purposes.
- State-central geographic location.
- Relationship to extensive railroad network for business distribution.
- “Feels like Home, Made in Brownwood” is conducive for local economic development.
- Multiple economic and business-related studies and reports have recently been completed (2011).

### *Weaknesses*

- Low growth rate of total employment.
- Low educational attainment level.
- Limited industrial employment sector.
- Lack of diversity in economic base.
- Antiquated downtown buildings not in compliance with ADA standards.
- Attracting big retailers.

### *Opportunities*

- Large amount of available facilities for office/professional use.
- Growing interest in Pride for Areas Surrounding Schools program.
- Incorporating new downtown retail uses to serve HPU students/faculty.
- Increasing enrollment in educational institutions (HPU, TSTC, Ranger College).
- Growing market for private entrepreneurial interest and investors.

### *Challenges*

- Relocation of existing industrial/manufacturing firms.

## Goals and Objectives

### Goal 1: Professional Jobs

Objective 1.1: Add at least 100 professional full time jobs with new or existing companies.

Objective 1.2: Promote and develop available office space for professional use.

### Goal 2: Industry & Manufacturing

Objective 2.1: Retain existing industrial and manufacturing facilities in Brown County, and seek to attract more industrial and manufacturing businesses to the city.

Policy 2.1.1: Create business specific training programs with TSTC, local schools and Workforce Solutions Board (BEDC).

Policy 2.1.2: Market Brownwood Industrial Park utilizing internet, social media, trade shows and other strategies.

Objective 2.2: Add 250 full time industrial or manufacturing jobs with new or existing companies.

Policy 2.2.1: Expand job creation incentives through BEDC and market programs to all qualifying businesses.

Policy 2.2.2: Evaluate whether industrial/manufacturing recruitment consultants would be beneficial and cost effective.

Objective 2.3: Maintain adequate land for development

### Goal 3: Retail & Entertainment

Objective 3.1: Maintain and promote our existing retail and entertainment options.

Policy 3.1.1: Increase retail sales by an average of 5% annually.

Policy 3.1.2: Attract or develop at least 10 businesses that provide entertainment opportunities, including restaurants, theater, movies or other recreational activities.

Policy 3.1.3: Incorporate redevelopment of unused or underutilized property to spur economic development.

Objective 3.2: Review, revise, and implement Downtown Master Plan.

### Goal 4: Education

Objective 4.1: Improve neighborhoods around schools to entice greater number of families to the Brownwood School District.

Objective 4.2: Promote educational opportunities at every level that will ensure a competent and trained workforce and promote higher wages.

Objective 4.3: Promote growth of all higher education institutions.

Objective 4.4: Increase interaction between higher education institutions, city, county and civic groups.

### Goal 5: Local & Entrepreneurial

Objective 5.1: Improve appearance and express benefits of local Brownwood economy.

Objective 5.2: Enhance communication between all local businesses.

## Recommendations

### *Business Retention, Expansion, and Attraction program*

- Work with *Avalanche Consultants* to develop a detailed economic analysis of the city containing targeted industries, a needs-assessment of existing businesses, and financial incentives and strategies to spur new economic growth.
  - Information related to the Brownwood economy provided in this document may serve as preliminary research to be used for further analysis by *Avalanche Consultants*.

### *Industry/Manufacturing*

- *Brownwood Industrial Park*
  - Develop marketing literature to attract new industries into the Brownwood Industrial Park. See case study example in Appendix.
  - See Tyler Econ Development Council website ([www.tedc.org/re\\_tip.php](http://www.tedc.org/re_tip.php)) for an example of a comprehensive presentation of an industrial park and advertising literature. Website includes:
    - Virtual Tour and Maps
    - Description of Amenities
    - List of Tenants
    - Other information

### *Retail*

- With information taken from the “Retail Trade Analysis” (located in Appendix) report developed by *The Retail Coach*, the BEDC and the Brownwood Chamber of Commerce should work with *Avalanche Consultants* to identify and target the *surplus and leakage* industries in Brownwood.
- Emphasize *college*-related retail due to growing number of college students in Brownwood.

### *Education*

- *Pride for Areas Surrounding Schools Program*
  - Utilize Brownwood Independent School District (B.I.S.D.) example:
    - B.I.S.D. assumes occupancy of a tax-delinquent, dilapidated housing property.
    - As a class project, the students renovate/remodel the structure into an affordable-housing unit.
    - The school then lists the unit on the market.
- *Education Workforce Committee*
  - Maintain relationship between Brownwood Economic Development Corporation, local businesses, and educational institutions (Ranger College, TSTC, and Howard Payne University) to gain awareness of the goals and concerns of these participating members.

### *Local Business*

- Create a Chamber marketing message to resident shoppers that explains the benefits of shopping locally rather than outside the city.
- SCORE program
  - Visit [SCORE](#) to learn how to create a SCORE (Service Corps of Retired Executives) in Brownwood.
  - Recruit retired or senior businesspersons who are willing to serve as volunteer non-paid consultants in conjunction with the U.S.-Small Business Association programs and others.
  - Charge these volunteers with helping local potential entrepreneurs and existing firms to create, improve, or expand the business base in the community.

### **Other**

#### *Downtown Master Plan*

- Enact a Tax Increment Reinvestment Zone (TIRZ) conforming to Chapter 311 of the Tax Code of the State of Texas to revitalize the historic and central business district areas.
- Provide financial initiatives to promote all office/professional use in the downtown area.
- Support and encourage Howard Payne University to potentially utilize Hotel Brownwood for university purposes. [Representatives from Howard Payne have expressed interest and will need additional student housing soon.]
  - Develop a public-private partnership with the city and Howard Payne.
  - Several other prominent downtown structures might also be good targets for this approach.
- See “Downtown Bryan” case study example in Appendix.

### **Funding**

The recommendations listed above can be realized through a variety of funding initiatives, one of which is creating a Tax Increment Reinvestment Zone (TIRZ). This is a special zone created by the city council to attract new investment to an area. Through set-aside taxes that are attributable to new improvements, the cost of redevelopment is facilitated while development in the area is encouraged. Another source could be a Downtown Improvement Program (DIP) (see Downtown Bryan Case Study in Appendix for more details). The DIP provides matching grants to renovate or restore downtown buildings to create a more attractive, useful, accessible, and safe environment, while preserving the historic character and stimulating business activity, expansion, and retention. In addition, developing partnerships between the city and city institutions can help meet the needs of both parties by combining resources and infrastructure. Finally, a number of financial incentives or penalties can be devised by the city to help improve the economy.

# 1-4 Tourism



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## **1-4 Tourism**

### **Overview**

Americans are estimated to take more than 2.04 billion domestic trips for either business or pleasure in 2012 (United States Travel Association, 2011). These travelers are selecting more rural and out-of-the-way destinations, focusing in part on cultural, historic, and natural resources (United States Travel Association, 2010).

Texas is one of the top tourism states in the nation, and the role of tourism is increasing each year. The size and unique geography of Texas provides a wide diversity of natural resources, while smaller communities reflect Texas' ethnic and cultural diversity and unusual history. Additionally, many travelers have cited the friendliness of host Texans as a major draw to the state. Finally, a location in the Sunbelt gives Texas a further advantage for attracting visitors (Department of Recreation, Park, and Tourism Sciences, 2007).

According to the Department of Recreation, Park, and Tourism Sciences at Texas A&M University (2007), "tourism has been shown to be a resilient and expanding economic activity in Texas, even in less than favorable economic times." Tourism may be thought of as a synonym for vacation. However, the travel industry includes both pleasure and business travel in its definition. For the purpose of this comprehensive plan, a tourist and the tourism industry shall be broadly defined as:

*A tourist is "anyone traveling outside their usual environment to engage in activities which are not a part of the person's regular routine of activity, such as to work or school (Department of Recreation, Park, and Tourism Sciences, 2007)."*

*The tourism industry is "all of the businesses, organizations, governmental bodies, and their related facilities, lands and services that accommodate the needs of travelers (Department of Recreation, Park, and Tourism Sciences, 2007)."*

### **What Can Tourism Do For Brownwood?**

Tourism may help Brownwood meet a variety of its needs. Researchers at Texas A&M University found that tourism can:

- Create opportunities for employment.
- Lead to the identification and recognition of local heritage, historic sites, and arts.
- Increase revenues for local businesses and industry.
- Generate tax revenues.
- Increase stability by broadening the economic base.
- Reduce seasonal variations in revenues.
- Increase leisure opportunities for residents.
- Make a community more attractive

The previous information was obtained from the Department of Recreation, Park and Tourism Sciences.

## *Components of Tourism*

The three basic elements of tourism are:

- Community.
- Attractions and Events (the community's inventory of assets).
- Tourist Markets.

The community itself is the core of tourism—it is the physical place in which tourism occurs. The community supplies leadership and organization for tourism development, infrastructure (i.e. roads and utilities), and hospitality. Hospitality is the result of community support for tourism and may require educational programs or training in order to fully achieve.

Community support for tourism can be increased through a participatory tourism planning process involving citizens. The expanded tourism base will create some degree of change, so community leaders must be in agreement as to the direction this change will take the community. Becoming a tourism destination requires a strong relationship with citizens as well as educational programs within the community. Educational seminars, open forums, and public relations efforts should provide all sectors of a community with an understanding of tourism's benefits and costs.

Attractions and events can be thought of as the products of tourism. They entice tourists to visit the community, and therefore spend money with local businesses.

The tourist markets are the visitors who pay for transportation, food, lodging, entertainment, and other shopping. Tourist markets must know about the tourism products in the community before they will travel there. The attractions and events offered by a community must be in demand by a travel market—no amount of promotion will attract disinterested visitors.

A community cannot be all things to all tourists. Efforts must be focused at specific target markets. In other words, the objective is to focus solely on fulfilling the needs and preferences sought by an identifiable set of visitors by playing to their motivations. There are many motivating factors, which would cause a person or group to travel, including:

- Visiting friends and family.
- Conducting business in another town.
- Attending to personal needs, such as those related to health.
- Engaging in outdoor recreational activities.
- Experiencing places of historical or scenic value .

The previous information was obtained from the Department of Recreation, Park and Tourism Sciences.

## **Existing Conditions**

Tourism is one of the most important “export-oriented” industries in Texas because visitor spending generates jobs and tax revenues for communities. In 2010, the gross domestic product (GDP) of the Texas travel industry was \$23.4 billion. The only industry in the state with a significantly greater GDP than tourism is oil and gas production.



Because Texas is a geographically expansive and boasts a large population, Texas residents comprise a majority of visitor activity. Over half of all visitor spending is attributable to Texas residents (Dean Runyan Associates, 2011).

Both the state and national tourism industries began to recover during 2010 after experiencing a decline in 2009. Visitor volume and real visitor spending, along with many other tourism indicators, were up in 2010. The Office of the Governor, Economic Development and Tourism (2011) has produced the following data on tourism's impact on the state:

- Tourism's contribution to the Texas economy increased by 9.8% last year, from \$51.8 billion in 2009 to \$57.5 billion in 2010.
- Industries catering to travelers employed more than 529,000 Texans and paid \$16.5 billion in salaries.
- In 2010, the U.S. travel industry supported 7.4 million jobs.
- As of mid-year 2011, one in five U.S. jobs that have been added occurred within the travel industry.

In Brown County, total direct visitor spending on tourism in 2010 was an estimated \$44.6 million, while earnings from tourism were estimated at \$13 million. Tourism employed 550 residents and brought in \$850,000 in local tax receipts. This represents a positive growth of 3.8% over ten years, and a 2.4% increase over the previous year (Dean Runyan Associates, 2011).

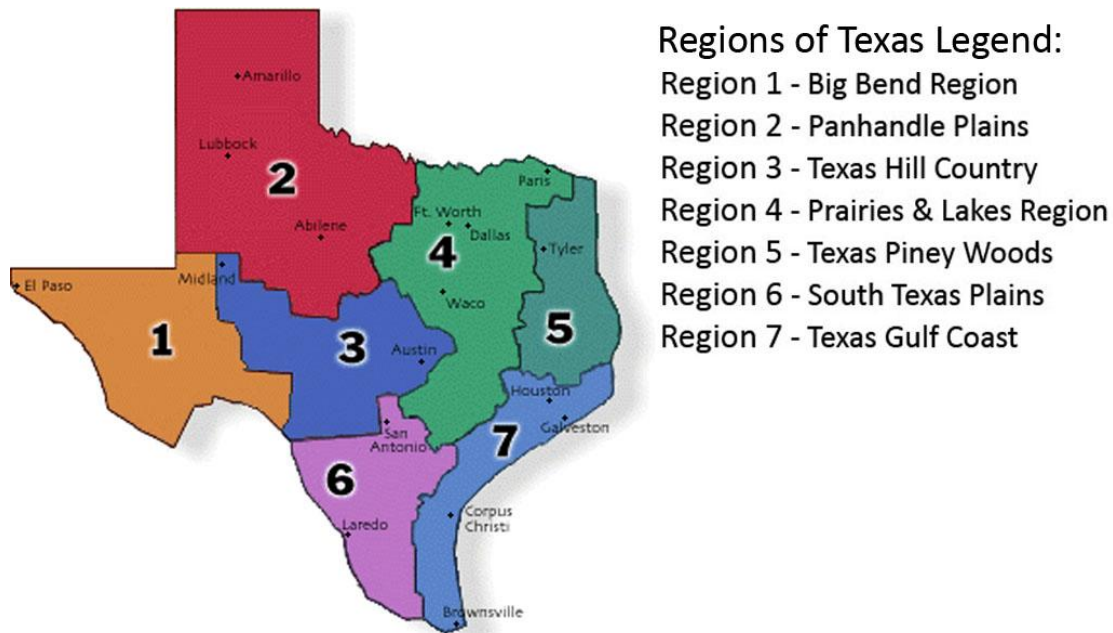
### **State of Brownwood's Tourism Industry**

For a city of its size, Brownwood possesses a surprising amount of tourist attractions and amenities in which community members should hold pride. Perhaps equally surprising is the diverse array of tourist opportunities available. Brownwood boasts attractions for history lovers, outdoor enthusiasts, young and old athletes, and even culture-seekers.

Furthermore, one can divide these categories into an even more impressive field of options. Among the areas of history that visitors can learn about are democracy, firearms, transportation, and of course Brownwood itself. The land around the community provides an abundance of hunting, fishing, and other recreational activities, from active forms like swimming and hiking to passive ones like picnicking and bird watching. Athletes from near and far, as well as spectators, can take advantage of the many sport fields and facilities available in Brownwood. Those searching for music, art, and food choices can find styles ranging from down-home to sophisticated. Indeed, Brownwood currently offers a wide variety of opportunities.

Brownwood is located in West Central Texas at the edge of the Texas Hill Country, and is approximately a three-hour drive (or less) from the cities of San Antonio, Dallas, Austin, Fort Worth, Arlington, Plano, Waco, Killeen, Abilene, Midland, Wichita Falls, Round Rock, San Angelo, and Temple. The Texas Hill Country is a popular tourist region for visitors from across the state and world who are interested in outdoor and cultural activities, and Brownwood has no shortage of either.

Figure 4.1: Map of the Seven Different Regions of Texas



While not exhaustive, the following list compiles Brownwood's major tourist attractors:

- Martin & Frances Lehnis Railroad Museum.
- Brown County Museum of History.
- The Firearms Museum of Texas.
- Douglas McArthur Academy of Freedom.
- 36th Division Memorial Park.
- The Gordon Wood Hall of Champions Museum.
- The Rufus F. Hardin Museum.
- Historic Downtown.
- Lake Brownwood State Park.
- Camp Bowie Sports Complex and Aquatic Center.
- Brownwood Coliseum.
- Brownwood Reunion Festival.
- Christmas under the Stars Festival.
- Way Out Wineries Trail.
- Texas Forts Trail.
- Great Texas Wildlife Trail.
- Texas Hill Country Wildflower Trail.

In general, the great themes of current weaknesses with Brownwood's tourist attractions are connectivity and signage. As discussed, Brownwood offers several attractions, but visitors experience difficulty with traveling from one to another. If tourists viewed connections between attractions as pleasurable experiences and not hindrances, they would eagerly travel to multiple sites in Brownwood.

Furthermore, there is a lack of cooperative marketing between various attractions. For instance, a family visiting Lake Brownwood may not be aware of the Camp Bowie Aquatic Center, or visitors to the Lehnis Railroad Museum may never learn of the Brown County Museum of History. While the Chamber of Commerce operates a helpful visitor center, not all visitors to the city can be expected to stop by or know of it. Under these current conditions, visitors to the city are likely to come and go without being fully aware of the wonderful opportunities available in Brownwood.

An important step in the tourism planning process is establishing an inventory of existing tourism assets and attractions. Knowing what a community offers allows planners to better determine recommendations. The inventory list of Brownwood's tourism attractions follows:

#### *Martin & Frances Lehnis Railroad Museum*

Also described as a transportation museum, the Lehnis Railroad Museum certainly offers an exciting look into the past of "riding the rails" and the influence of railroads in the Lone Star State. The museum benefits from an attractive building and grounds that lures visitors. Thanks to the Lehnis' donation, the museum maintains an interesting collection of old locomotives, railcars, and train equipment. A weakness with the museum though is its distance and limited accessibility from other attractions in the core of downtown Brownwood.



Martin & Frances Lehnis Railroad Museum  
Source: Brownwood Chamber of Commerce

#### *Brown County Museum of History*

Located in a former jail, this museum transports visitors to the Brown County of 50, 100, or more years ago. The facility is centrally located in downtown Brownwood but could benefit from increased amounts of directional signage guiding visitors.



Brown County History & Firearms Museum  
Source: Brownwood Chamber of Commerce

#### *The Firearms Museum of Texas*

As the name suggests, this museum exhibits a diverse collection of pistols, rifles, and other guns. Housed in the same building as the Brown County Museum, the Firearms Museum offers the same strengths and weaknesses in terms of location and signage, respectively.

#### *Douglas MacArthur Academy of Freedom*

This unique museum illustrates the history of democracy with various life-size dioramas depicting significant moments in mankind's quest towards freedom. Unfortunately, this institution sits far away from other tourist attractions in the city and requires better connections to these attractions. Furthermore, limited signage may leave a passing visitor to assume that the impressive structure houses a church rather than this unique museum.

### *36th Division Memorial Park*

Sitting a great distance from downtown, although somewhat near to the Sports Complex, Memorial Park consists of a large grassy field, occasional trees, and scattered military vehicles and artillery pieces on display. The park provides little in terms of organization and physical connection between its displays. Signage is also lacking, both in respect to informational signage for individual items and welcome/gateway signage for the park. Considering the park's relative isolation, car parking appears limited. The park's overall character can lead to a sense that the military equipment has been abandoned rather than put on display.

### *The Gordon Wood Hall of Champions Museum*

This museum pays tribute to the "winningest" high school football coach of Texas. Though located within close proximity to the Lehnis Railroad Museum, visitation to the museum is likely affected by the fact that its current hours of operation are restricted to those of the Brownwood Economic Development Council, preventing any visitors on Saturday or Sunday. The hours aside, the museum lacks connection to the rest of downtown Brownwood.

### *The Rufus F. Hardin Museum*

While still under construction, this museum will provide a history of African-American society in Brown County upon completion. Similar to many attractions in Brownwood, the museum is located a distance from other attractions. Little directional signage points visitors toward this historically significant building.

### *Historic Downtown*

Due to its past, the Brownwood of today has been left with an approximately 88-block downtown area marked with historically significant structures that can offer entertaining tales of Brownwood's past. The bright spots of downtown are Courthouse Square and the recently renovated Center Street. Within downtown are several smaller attractions (such as the "World's Smallest Block" and Lyric Theater) that could attract tourists when marketed as a whole. Currently, boarded windows, crumbling sidewalks, and litter often combine to create an unwelcoming atmosphere in downtown. While some of downtown's historic buildings are in the process of being renovated, many remain in dilapidated states. As it stands today, much of Brownwood's rich history remains hindered from visitors under these distracting layers. With safe and visually appealing connections, directional signage, active spaces, and improved facades, visitors could more easily discover the history that all of downtown offers.



Historic County Courthouse at S. Broadway & Pecan St.  
Source: Daniel Lunsford



### *Lake Brownwood State Park*

Located a few miles north of Brownwood, this state park acts as an escape from the city into the beauty of nature. Camping, hiking, and water activities are available at the park. While the park offers adequate facilities for visitors, reaching the park may prove difficult to individuals or families not from the area. Directional signage leading to the park is limited.

### *Camp Bowie Sports Complex and Aquatic Center*

Found in southwest Brownwood, these 70 acres provide space for multiple youth sports and tournaments. The community swimming pool can also attract visitors from near-by towns and cities. While these facilities are in excellent condition, there is little information provided in the complex that can lead visitors to other attractions in the city. Also, the only realistic safe option to reach the complex is with a car, which forces youth athletes and other children in the community to rely on adults to access these amenities and can lead to crowded parking lots.



Camp Bowie Aquatic Center  
Source: Brownwood Chamber of Commerce

### *Brownwood Coliseum*

This structure acts as the community's premier arena and special event facility. The exterior of the Coliseum has aged somewhat with time, and landscaping directly around the structure is limited. More importantly, few connections exist between the Coliseum and surrounding downtown blocks. Most land around the Coliseum is used as surface parking lots.



Brownwood Coliseum  
Source: degeneratepress.com

### *Brownwood Reunion Festival*

This is the largest and most popular of the annual festivals held in Brownwood. It usually takes place in September and provides a fun-filled opportunity for former citizens of Brownwood to come home, not to mention entertainment for current members of the community. The festival mostly occurs along Carnegie Street in downtown Brownwood. Restaurant and retail owners along Center Street have stated a view that few festival goers wander up to the downtown core during the festival.

### *Christmas under the Stars Festival*

As a relatively new appearance to the Brownwood festival scene, Christmas under the Stars has the potential to make an impact to the community's tourism in the years to come. The festival provides a couple nights of entertainment and takes place on the grounds of the Lehnis Railroad Museum and the Chamber of Commerce in early December.

### *Way Out Wineries Trail*

This trail through central Texas leads tourists to several boutique wineries and associated attractions. Brownwood sits on the west side of the trail. While no wineries exist in or near Brownwood, the community does offer some fine dining experience and at least one relaxing bed and breakfast hotel. There is little to no signage guiding travelers on the trail through town.

### *Texas Forts Trail*

With no actual forts to boast, Brownwood still offers a number of historic attractions that can appeal to travelers. The trail passes through Brown County, but directional signage is limited.

### *Great Texas Wildlife Trail*

Located on the Heart of Texas portion of this trail, Brownwood's Pecan Bayou offers a natural area for spotting birds and wildlife. Roadside markers for this trail are limited as well.

### *Texas Hill Country Wildflower Trail*

Brownwood additionally rests in the path of this other tourist trail. The state park and open lands around Brownwood can provide some colorful landscapes in the spring. As with all the tourist trails, directional signage is limited.

## **Analysis of Strengths, Weaknesses, Opportunities, and Challenges (SWOC)**

The purpose of conducting a SWOC analysis for the City of Brownwood's tourism market is to collect, analyze, and evaluate data from which strategic options facing a community can be identified. Conducting a SWOC analysis is an effective tool in identifying strengths and weaknesses, and in examining the opportunities and challenges that the City of Brownwood may face. The SWOC framework is effective in data analysis because it helps to focus implementation efforts and activities into areas with the greatest strengths and where the greatest opportunities lie. If a SWOC analysis is conducted properly, it will provide a big picture of the most critical factors that influence community sustainability and prosperity which are then used to develop a plan of action.

It is important to consider that strengths and weaknesses are generally internal qualities Brownwood possesses that impact tourism, while opportunities and challenges are usually external variables that may have positive or negative effects on tourism. To formulate an effective action plan, the strengths and weaknesses must be paired with the opportunities in the external environment and should be able to withstand any threats that might hinder successful planning efforts. Based on our research and analysis of existing conditions, we have generated a SWOC analysis, the results of which are listed below.

### *Strengths*

- Proximity to large metropolitan markets.
- Location at the intersection of multiple state and U.S. highways.
- Location on several state-sponsored tourist trails.
- Existing reputation for quality hunting and outdoor recreational opportunities.
- Presence of Lake Brownwood State Park.

- Multiple unique museums and attractions.
- Available real estate.
- Geographic concentration of “hotspots”.
- Park system.

#### *Weaknesses*

- Lack of connectivity between tourism “hotspots”.
- General absence of wayfinding signage for pedestrians and drivers.
- Little synergy between tourist attractions and their marketing.
- Exterior appearance of some museums and attractions.
- Current reliance on outdoor recreation for tourism.
- High vacancy rates in downtown.
- Lack of visitor amenities (i.e. lodging, restaurants, conference centers, and stores).

#### *Opportunities*

- Revitalization of downtown.
- Stock of historic structures.
- Walkable distances between downtown attractions.
- Brownwood sports complex as a regional destination for youth sports.
- Attraction of small conferences and special events.
- An engaged Chamber of Commerce.
- Collaborative relationships with local organizations.
- Recreational development at Lake Brownwood.

#### *Challenges*

- Adverse environmental conditions that constrain or prevent various outdoor recreational opportunities (i.e. drought, wildfire, extreme heat, disease outbreak in fish and game populations, etc.).
- Disregard of historic structures and downtown in general as tourism assets.
- Downtown abandonment.
- Resistance from residents to new ideas and approaches (based on discussions with local business owners, residents, and community officials).
- Policy barriers to the reuse of historic structures.

### **Goals & Objectives**

#### *Vision*

A vision is a desired outcome that draws people around a common picture of what they would like to see for the future. It contains not only the direction, but also desired outcomes for tourism development within the community.

*The City of Brownwood, rich in recreational and cultural/historical amenities, will be a place where people choose to spend their time and money away from home because it feels like what home should be, and will serve as the cultural and entertainment nucleus of the West Central Texas region.*

## Goals

Brownwood, like all communities, has economic, social, and environmental wants and needs, many of which can be addressed by developing the local economy through tourism. The goals in this section have the overarching purpose of making positive contributions to the community by:

- Bringing in new money.
- Supporting small businesses and creating new jobs.
- Diversifying the economic base.
- Generating tax revenues.
- Enhancing the community's image.
- Providing economic incentive for protecting environmental assets.
- Enhancing local quality of life.
- Expanding social and entertainment options for citizens.

The City of Brownwood's over-arching goal for tourism is:

*To increase tourism and tourism revenues.*

The planning team has interpreted this broad goal and divided it into four sub-goals which together achieve the purpose of the city's goal. To increase tourism revenue for Brownwood, the city must promote a singular, well-defined identity, form strategic alliances with and between local businesses and regional cities, make the places around tourist attractions attractive to tourists, and work to procure more meetings and sporting events.

Goal 1: Meetings, Tournaments, and Utilizing city Facilities. The City of Brownwood will be a prime destination for groups of people from across Texas and beyond to come together in a central location to conduct business, relax, or compete in athletics, and will provide all necessary facilities and amenities these groups might desire.

Objective 1.1: Establish and promote weekend evening activities for younger adults (i.e. outdoor movies, tournaments, social gatherings, live music, etc.).

Objective 1.2: Expand on the current strength of youth athletics by properly maintaining existing recreational facilities and marketing these assets to regional sports programs, clubs and organizations, including construction of new soccer fields.

Objective 1.3: Produce development-friendly regulations regarding visitor lodging in order to provide more diverse accommodation options such as bed-and-breakfasts.

Objective 1.4: Develop a promotional plan that presents all amenities and events to mid-size hotel chains in order to facilitate a development partnership and bring their services to the Brownwood area.

Policy 1.4.1: Promote the need of a conference center or meeting space as an opportunity for the hotel to serve multiple functions, provide a basic need to the city, and become an icon within the region.

Objective 1.5: Provide convenient public access to major attractions, meeting spaces, event locations, and/or lodging, including improvement and creation of wayfinding signage.



- Objective 1.6: Create a local area 'hot-spots' map identifying areas of touristic value, purpose, unique character, etc.
- Objective 1.7: Redevelop the Brownwood Coliseum and surrounding blocks (including the adjacent natural creek area) to better accommodate the needs of small conferences, conventions, and special events, including lodging within walking distance of meeting facilities.
- Objective 1.8: Provide convention, tourism, and event assistance in the form of funding assistance for groups meeting certain criteria, and by providing maps, guides, and "goody bags."

Goal 2: Tourism Identity. Brownwood envisions itself as a relaxing getaway location conveniently situated in Central Texas at the "Top of the Texas Hill Country" where the back country road meets Main Street.

- Objective 2.1: Foster cooperative partnerships between organizations and event coordinators that aid collaborative efforts, planning, and financing. The Brownwood Reunion Festival and Howard Payne Homecoming; Deer Season Kickoff and Fall Festival/Parade; Youth Fair Rodeo; Bass Clubs; and Christmas Festival.
- Objective 2.2: Place special emphasis on outdoor recreational activities, like hunting, fishing, and/or water sports, in order to promote local environmental amenities (i.e. Lake Brownwood) and the local economy (i.e. hotels, restaurants, supplies, etc.).

Goal 3: Strategic Alliances. Brownwood will take a proactive, synergistic approach to tourism marketing and development with its primary partner, the Brownwood Area Chamber of Commerce, as well as local businesses, and establish itself as the logical hub of area pathways in order to draw upon the resources of the larger region.

- Objective 3.1: Develop a free local WiFi system set up at specific sites of touristic interest and/or visitor information so as to allow free Internet access to visitors.
- Objective 3.2: Continue a citywide effort toward generating a web presence on social media sites and user/visitor-rating sites so as to provide the local economy with greater exposure, accessibility, and marketing opportunities.
  - Policy 3.2.1: Install kiosks in tourism hot spots so that visitors may interact with and research information about the city, check reference maps, write reviews of local businesses, look up information about local activities and events, etc.
  - Policy 3.2.2: Provide links to social media sites where Brownwood businesses are often referenced or rated.
  - Policy 3.2.3: Develop a mobile application so that visitors and residents can download maps, follow interactive tours, and write reviews.
- Objective 3.3: Advertise in regional publications and provide information to neighboring cities in order to increase exposure and cross-marketing efforts that will promote regional tourism.
- Objective 3.4: Create a series of 'tours' throughout the area that visit sites based on specified interests and/or purposes.
  - Policy 3.4.1: Entertainment Tour.
  - Policy 3.4.2: Restaurant Tour.
  - Policy 3.4.3: Historical Brownwood Tour.
  - Policy 3.4.4: Howard Payne Tour.
  - Policy 3.4.5: Museum Tour - Museum fees could be consolidated into an all-access ticket that provides access to all of the museums and collaborative

tour times, show times, event times, and presentation locations among all of the city's museums.

Policy 3.4.6: Motorcycle Tour.

Policy 3.4.7: Trolley-car Tour.

Policy 3.4.8: Bicycle Tour.

Objective 3.5: Conduct a market analysis of the tourism market to quantify Brownwood's existing tourism market and gain a greater understanding of the visiting demographic—specifically finding out who tourists are, where they are coming from, why they have come to Brownwood, what they are most interested in or plan on doing, and how long they are planning to stay.

Policy 3.5.1: From the market analysis, tourism programs and initiatives can be developed with the specific goal of providing programs based on the desires, needs, and interests of the visiting demographic.

Goal 4: Place making. Tourist attractions and facilities in the City of Brownwood will be characterized by high quality aesthetics, safety, and ease of discovery and access to create a sense of place which makes Brownwood feel like the hometown of Texas, and entices people to come, stay, and return.

Objective 4.1: Promote a regulatory local environment that encourages and facilitates tourism through the creation of local development standards that serve to beautify the pedestrian environment, preserve/promote community character, facilitate a sense of place and local pride, and prevent the unsightly dilapidation of vacant properties.

Policy 4.1.1: Landscape ordinance.

Policy 4.1.2: Façade Ordinance/Streetscape Standards.

Policy 4.1.3: Bed & Breakfast Ordinances/Conditional Use Permits allowing alternative types of lodging.

Policy 4.1.4: Retail Location subsidies (i.e. the local government may waive a portion of the property taxes on a vacant property to encourage economic development).

Policy 4.1.5: Revitalization subsidies/variances (i.e. local governments may choose to waive some renovation requirements on specific sites in the hope that businesses will invest in downtown revitalization efforts).

Objective 4.2: Vacant properties with a significant proportion of the façade dilapidated must undergo beautification efforts such as re-painting walls, painting boarded windows, fixing broken street elements, and cleaning up accumulated debris.

Objective 4.3: Facilitate accessibility and ease of discovery through infrastructure improvements.

Policy 4.3.1: Improve pedestrian connections between downtown attractions by developing safe and attractive routes.

Policy 4.3.2: Develop a connected sidewalk network throughout the downtown.

Policy 4.3.3: Designate bike lanes and routes for safe riding alongside vehicular traffic.

Policy 4.3.4: Provide bicycle and pedestrian facilities (i.e. bike racks, benches, protected walkways, etc.) to encourage alternative transit modes by making them easier and more comfortable.

Policy 4.3.5: Create safer crosswalks using streetlights, cautionary signage, and visual cues.

Policy 4.3.6: Use appropriate signage in reference to pedestrians, bicyclists, and motorists so that laws and limits are clear and seen by the appropriate users. Establish a citywide wayfinding project. The project will include a series/combination of:

- Public artwork and sculpture.
- Gateway signage.
- Street signage.
- Landmark signage.
- Sidewalk indications specific to walking tours (i.e. footprints, lion prints, arrows, etc.).
- The inclusion of 'You-Are-Here' maps to clearly indicate where civil services are provided, where civic buildings are located, and where city monuments and attractions are in relation to each other.

Objective 4.4: Implement a downtown pocket-parks/community garden program to promote community participation, pride, and friendship among residents.

Policy 4.4.1: This effort could include volunteer hours from the local YMCA, Boys and Girls Clubs, Boy and Girl Scouts of America, church groups, school groups, etc.

Policy 4.4.2: The effort could mitigate specific sites in the downtown area, turning them from eyesores to community-building gems.

Objective 4.5: Support the ongoing efforts of seasonal festivals with a variety of themes: hunting kickoffs, live music celebrations, cooking competitions, parades, trade shows, specialty conventions, athletic tournaments, etc. Such events can draw tourists to the community who may not otherwise visit, and then potentially create repeat tourists after these visitors have experienced Brownwood for the first time.

Objective 4.6: Create a thematic system of parks that will boast various recreational amenities, as well as create ideal contexts for local events. If developed properly, these kinds of amenities can at best attract new visitors and at least improve the visitor experience in Brownwood. For more reasoning on this objective, please see the recommendations section below.

- Dog parks.
- Frisbee golf networks.
- Playground facilities and splash pads.
- Picnic pavilions and/or leisure furniture.
- Amphitheater and/or concert arenas.

## **Future Recommendations**

Based on the SWOC analysis, goals, and objectives listed above, the plan proposes a handful of specific recommendations to the city. While one should not consider these recommendations as the only actions that Brownwood could take in order to improve its tourism industry and market, the plan proposes these because of their direct relation to a broad range of the stated tourism goals and objectives. Additionally, these recommendations have been selected due to their relatively low start-up costs and yet potential for high impact in Brownwood tourism. The city should view these projects as first steps towards tourism development. As the market grows, Brownwood can undertake more ambitious investments in the city's tourism industry.

The following recommendations include an improved park network plan, informational kiosks targeting tourists, a self-guided downtown walking tour, and wayfinding signage to direct visitors. These projects address the general aims of establishing a better tourism identity for Brownwood, creating thematic packaging of activities, and defining Brownwood's sense of place. In the end, each of these projects reflects the previously stated overarching goal of utilizing tourist facilities and infrastructure to their maximum potential.

## **Park Network Plan**

One of the greatest natural amenities that Brownwood has to offer is its network of several parks. Though there are many parks located within the city, many of them are not well designed, not well utilized, disconnected, inaccessible, and not necessarily enjoyable (with the exception of the Coggins Avenue park). Park space has become a desirable amenity for many real estate developers, homebuyers, visitors, and most importantly residents. When considering Brownwood's most valuable amenities, planning considerations should build on the opportunities that lie in developing a functional, fun, and beautiful network of park spaces.

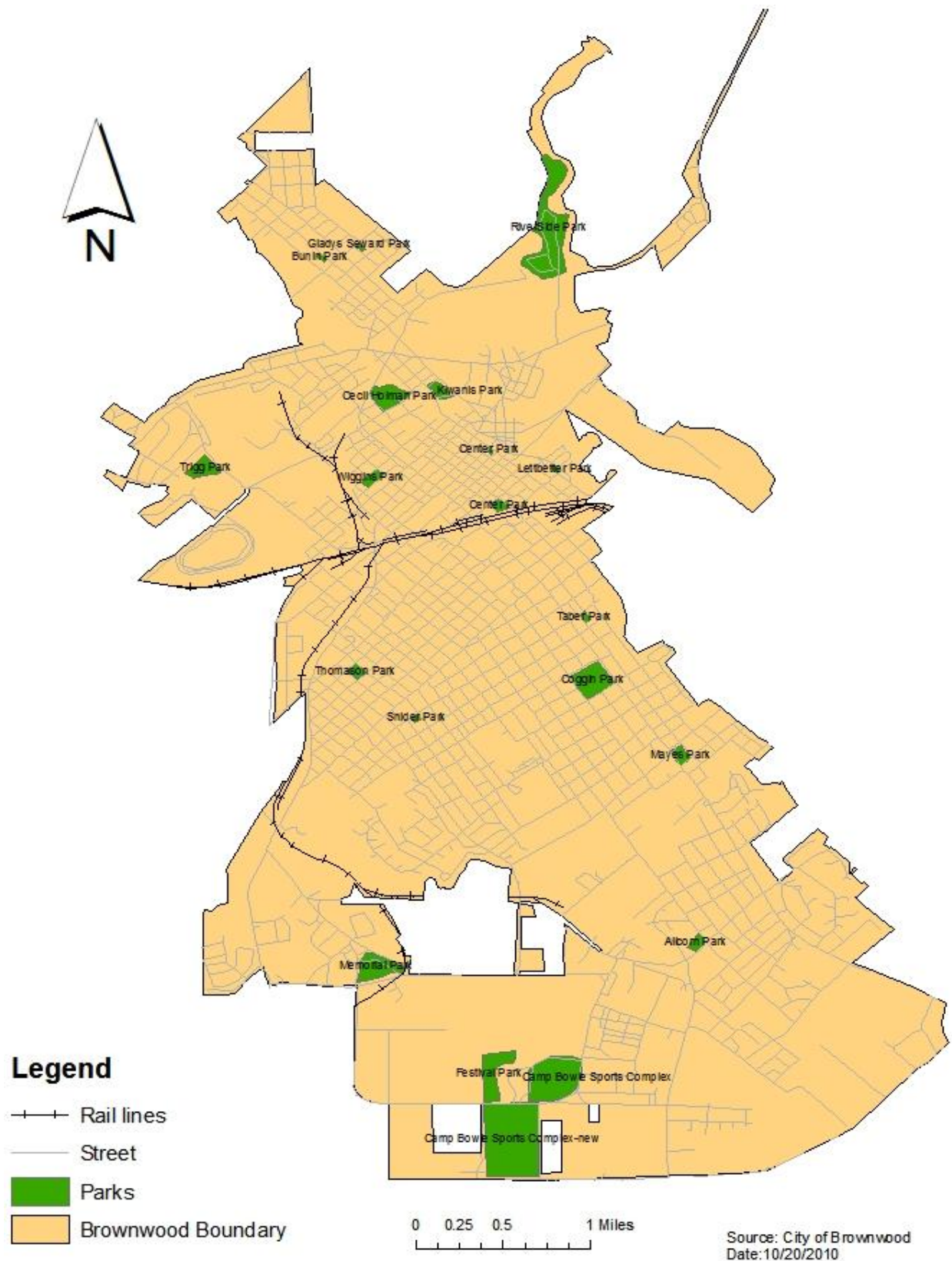
Based on research, SWOC analysis results, and city goals, it is our recommendation that the City of Brownwood create a relationship between most (if not all) of the parks throughout Brownwood, each providing a unique experience, performing a specific function, or serving a purpose for the community (i.e. dog park, playground facilities, outdoor entertainment, etc.). In addition, these parks can be used as event venues for festivals, concerts, fundraisers, and local functions.

Through the inclusion of multi-use pathways, designated bike lanes, clear signage, and visual cues (i.e. differentiation of paving materials) connections between parks become more accessible, safer, and functional.

### *Park Amenities and Thematic Ideas*

Park amenities are critical features in the attractiveness and comfort of public outdoor spaces. Basic amenities often include restrooms, benches, parking spaces, and water fountains. However, parks can become much more involved with visitors than serving merely as space; today parks are being transformed into dog-friendly areas, skate parks, disc golf courses, amphitheaters and concert grounds, as well as splash pads and community gardens.

Figure 4.2: Existing Parks Map, Brownwood, TX





### *Festival ideas and town decoration/promotional ideas*

- Dallas Soars! Pegasus Project.
- Berlin, Germany's Painted Bears.
- Oklahoma City Painted Buffalo.
- Bluegrass Festival.
- Fall Festival and Thanksgiving Parade.
- Christmas Concert.
- Texas Music Festival.
- Crock-Pot Cook-offs.
- Hunting Season Kickoffs.
- Classic Car and Trade Shows.
- Colorful banners and street signs are a great way to define community character, decorate bland streetscapes, generate community pride, promote local events, activities, and businesses.

### **Informational Kiosks**

Looking at a wall full of brochures (as found in many visitor's centers and hotel lobbies) can be a daunting task for even the most seasoned traveler. Row after row of colorful pamphlets touting various local and regional attractions must be sifted through by the traveler because there is often little rhyme or reason to the order. Roughly equal billing is given to major attractions as is provided for relatively minor roadside stops, and brochures for local attractions are adjacent to those of attractions dozens of miles away.

It is no wonder that certain attractions can be overlooked, and that a traveler might not fully realize all that a destination has to offer. Selecting the day's activities can be haphazard at best, as the only indication of quality of an attraction is the aesthetic design of the brochure, a characteristic which may have no true bearing on anything. Travelers left up to their own devices to create a travel itinerary based on their interests may come up short in this brochure free-for-all, and a sub-par initial visit will hardly warrant return trips or recommendations to friends.



Tourist racks can often be confusing to visitors due to the sheer quantity like this one in New Ulm, MN.  
Source: newulm.com



Therefore, it is suggested that approximately twelve to fifteen categories of visitor interests be identified for Brownwood, and the literature be sorted into these categories. Many attractions will fall into more than one category. For example, categories could include Hunting and Fishing, History, Wine and Food Lovers, and Children and Families. Each category would represent a combination of all applicable brochures and literature with sample itineraries for a half-day, full day, or weekend, including maps. These meta-brochures could walk a visitor through a pleasant trip to Brownwood.

On the most basic level, each meta-brochure could be a pocketed folder with the other brochures stuffed inside, with maps and itineraries printed on standard letter paper in the other pocket. At the other end of the spectrum, multi-page, full-color, topical brochures could be printed for each category.

Of course, individual attraction brochures could still be offered, but top billing should be given to the pre-packaged, topical tours of the city. Visitors would no longer have to build their day in an a-la-carte fashion, but instead could have the stress of planning taken away while having the opportunity to see attractions they might not have found on their own.

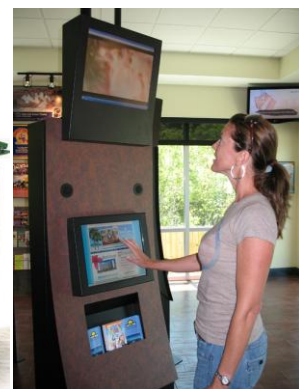
The same holds true for the city's website. While the Brownwood Chamber of Commerce website does categorize attractions to an extent, one would have to search between parks, the lake, arts and entertainment, and historic downtown to build a family-friendly getaway. As many people start their search for travel online, this would be a step in the right direction towards being more user-friendly to prospective visitors.

Meta-brochures could also be given to organizations considering hosting a convention or conference in Brownwood to show that there are plenty of attractions that meet the interests of their members.

Cities which, although much larger than Brownwood, can serve as an example of categorizing attractions well and offering sample itineraries are:

- St. Louis - <http://explorestlouis.com/visit-explore/discover/itineraries/>.
- Dallas - [http://www.visitdallas.com/visitors/visitors\\_itinerary/history\\_buff](http://www.visitdallas.com/visitors/visitors_itinerary/history_buff).

However, visitors to Brownwood may not always stop in at the Visitor's Center when arriving into town. This is why it is crucial to meet visitors at their point of contact with the city, whether it be a restaurant, hotel, or attraction. Therefore, it is suggested that visitors kiosks be placed at various entry points within the city. The size and form of these kiosks would vary from location to location, and the content would also be different depending on the location. For example, a small kiosk in a restaurant like the Turtle might hold information about wine and food hotspots, bed and breakfasts, boutique shopping, and culture, while a kiosk near the sports complex would be much larger, and feature family-oriented activities and dining, as well as parks and other outdoor recreation options.



Above are examples of different kiosks, including Berlin, Dublin, Virginia, Delaware, etc.

Sources: [www.prlog.org](http://www.prlog.org); [www.esi.info](http://www.esi.info); [http://www.flickr.com/photos/ralf\\_herrmann/5038563892/](http://www.flickr.com/photos/ralf_herrmann/5038563892/); [archiseek.com](http://archiseek.com); [alexandriava.gov](http://alexandriava.gov); [www.w3r-s.org](http://www.w3r-s.org); [mgaia.com](http://mgaia.com).



Kiosks could contain printed materials, but could also be interactive. With the low cost of Adobe Flash programming and affordability of touchscreen computers, a fully interactive visitor's center could be set up just about anywhere. Mobile kiosks could be set up in high-traffic locations during festivals and other events, or placed inside the lobby of meeting places during conferences and conventions.

Odessa, Texas maintained a visitor's booth in the local mall, recognizing that visitors were more likely to be there for shopping than to go to the visitor's center on the second floor of a downtown office building. This kiosk was similar to other retail kiosks, and was staffed by a volunteer during peak hours. When no one is there, visitors may help themselves to brochures.

It is often easier to keep a current customer than to attract a new one, and the same may hold true for tourism. Through targeted packets of information and kiosks around town, visitors will be able to make the most of their stay, prompting a return trip and glowing recommendations to others.

### **Downtown Walking Tour**

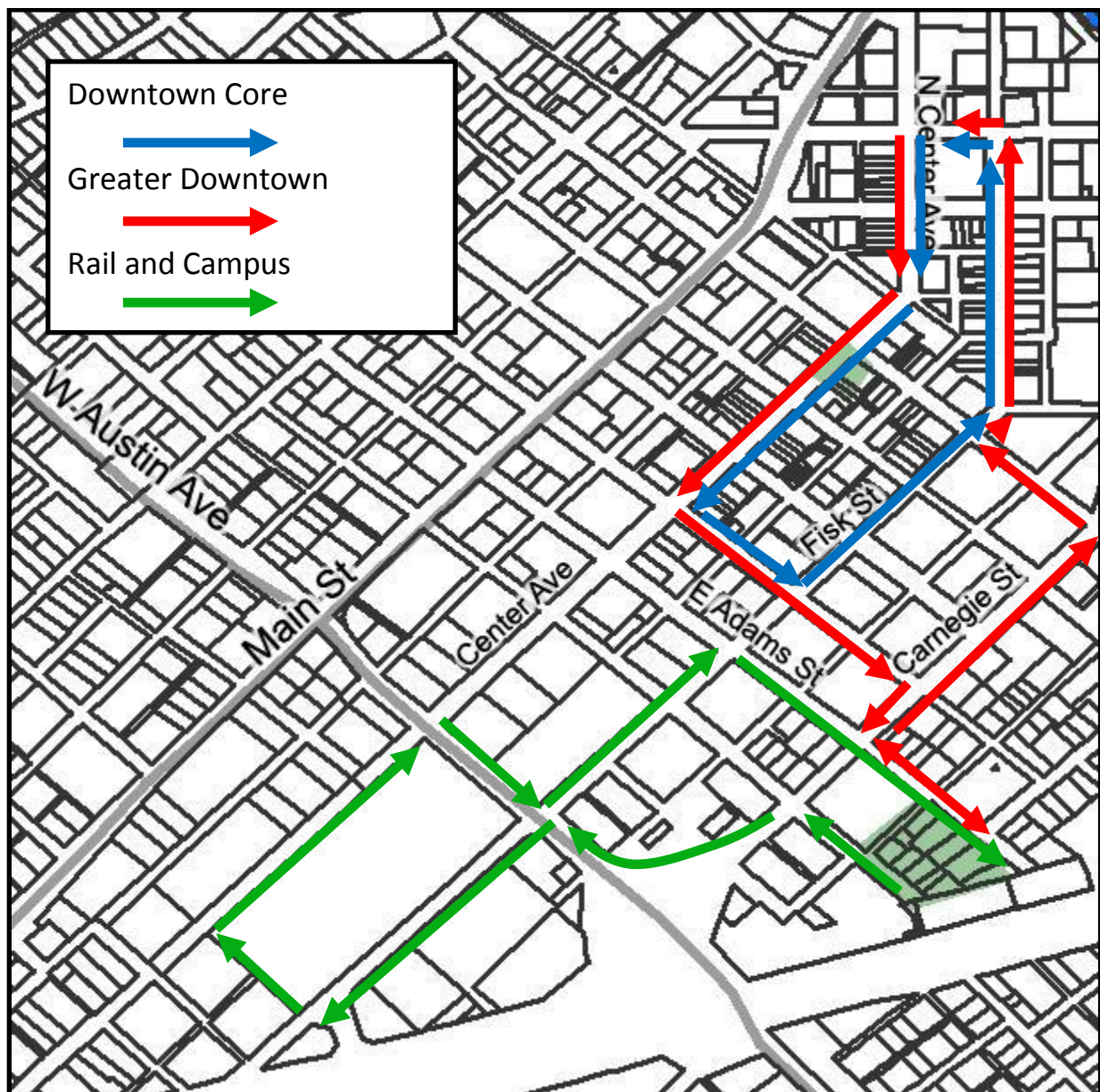
One unrealized potential of Brownwood's tourism industry is the ease of visitors to walk between attractions in downtown. By mileage and time, the walk between Courthouse Square and the Depot would be a comfortable distance by foot for most visitors. The greatest current barriers to seeing more tourists traversing downtown on foot, though, are the perceived lack of connectivity, unattractive pathways, and unsafe conditions. Brownwood can address each of these barriers and begin breaking them down with a walking tour, but first the community should better understand why tourists walking in downtown is a condition to desire.

It should be noted that while a downtown Brownwood walking tour may have previously existed, links to this asset are unavailable or do not function on the city's and Chamber of Commerce's websites, and the visitor information center at the Chamber of Commerce was unable to provide information on the tours in person.

#### *Proposal*

This plan actually proposes three walking tours that the city of Brownwood could implement in downtown. While the following map provides the suggested routes of each tour, based on on-site experience and investigation, these are by no means the only routing possibilities. However, these suggested routes do currently provide the best level of infrastructure to connect their intended attractions. The walking tours are, in order of recommended priority: the Downtown Core Route (0.78 miles), the Greater Downtown Route (1.3 miles), and the Rail and University Route (1.1 miles). Specific details of the proposed walking tour and an explanation of its effects are included in the Urban Design and Infrastructure chapter.

Figure 4.3: Proposed Downtown Walking Tour Routes



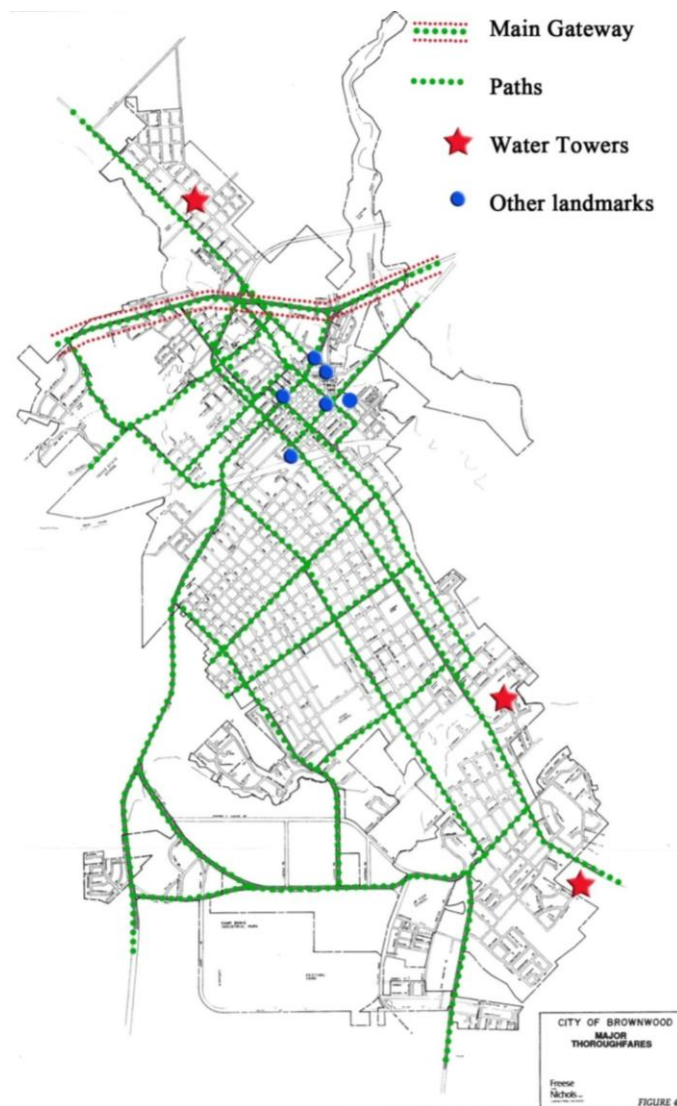
## Wayfinding Signage

Implement a wayfinding network that provides accessibility and easy of discovery to visitors as they explore and discover local attractions:

- Alexandria Virginia -<http://alexandriava.gov/Wayfinding>.
- Charlotte, North Carolina -  
[http://www.segd.org/static/pdf/press\\_release/SEGD\\_press\\_release\\_charlotte.pdf](http://www.segd.org/static/pdf/press_release/SEGD_press_release_charlotte.pdf).
- Ann Arbor, Michigan -  
[http://www.a2dda.org/downloads/Wayfinding/Wayfinding\\_Analysis.pdf](http://www.a2dda.org/downloads/Wayfinding/Wayfinding_Analysis.pdf).

More details on the wayfinding signage proposal are included in the Urban Design and Infrastructure chapter.

Figure 4.4: Gateways and Landmarks Located in Brownwood



## **Implementation and Funding**

### *Strategy One – Develop Partnerships with the Private Sector*

The bulk of the fundraising strategies will involve the private sector, as they have the most to benefit from increased tourism in Brownwood. Within this strategy, there are three main components.

#### *Component One – Secure a Corporate Sponsor for Large Scale Projects*

Seek out and develop a relationship with one or more corporations to develop a mutually beneficial large-scale project in which the sponsor receives recognition and positive publicity. One such example would be to solicit donations from a large paint manufacturer in the form of paint and painting supplies to repaint eyesore properties in downtown and along major thoroughfares, and to provide local artists with the supplies to create murals and other art projects. In return, the paint company would receive a tax write-off, press coverage, and could even work this into an advertising campaign. For a case study, see the partnership between Levi's and Braddock, Pennsylvania.

#### *Component Two – Have Local Organizations Adopt Public Facilities*

Encourage civic, religious, and other local organizations and schools to each adopt a public facility such as a park or a trail. Then, collaborate with them to develop a vision and a plan for that facility and possible future improvements which they can fund. Such improvements can approximate the mission of the organization. For example, a health-oriented group could turn a bare park into an exercise circuit with the addition of simple stations with signage, or a fire/police club could donate an old fire truck to be stripped down and used for kids to play on. Many improvements would be at a nominal cost, and these groups instead of the city would perform installation and maintenance. The public facilities would then each have a unique theme and offer more to both visitors and residents.

#### *Component Three – Encourage Local Businesses to Sponsor Public Art*

Some downtown blank facades have been turned into colorful, inviting places. This improves the aesthetics for tourists and residents alike. There is a music store with a nice mural, which looks like a window into the store, and a deli with an eclectic mix of greenery and yard art, which both offer a unique character to downtown. By offering education programs on how to be artistic, incentivizing business owners to participate, and collaborating local artists with businesses. Furthermore, Brownwood should consider allowing art installments to be placed on city-owned property and along the sidewalks and right-of-ways, paid for by private donors. Open competitions and requests from artists could provide for a means to incorporate the community into the development of public art. Façade and aesthetic improvements can be made at the cost of local businesses for little money, but can still create a fresh, unique environment.

## Strategy Two – Seek Grant Funding

The mainstay of funding tourism and other similar programs is through grants. Below is a short list of applicable sources for grant funding.

- Southern Rural Development Center  
Each issue of Grant Connections lists Rural Development, Land Grant Scholarship, and Outreach <http://srdc.msstate.edu/>.
- Grants.gov  
Over 1,000 grant programs offered by all Federal grant-making agencies  
<http://www.grants.gov/>.
- USDA Cooperative State Research, Education and Extension Service  
Available or anticipated competitive grants or cooperative agreements are found at:  
<http://www.csrees.usda.gov/fo/funding.cfm>.
- Grants for Nonprofits: Historic Preservation  
A compilation of web pages and books of potential interest to nonprofit organizations seeking funding opportunities related to historic preservation are listed on the following website:  
<http://www.lib.msu.edu/harris23/grants/2hispres.htm>.

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# 1-5 Land Use



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## **1-5 Land Use**

### **Overview**

The land use section indicates the way that land is currently being used and how it will be used in the future. The area of Brownwood is around 25,000 acres, including small annexes over the last 30 years, as well as an addition of 15,800 acres in the ETJ. Although the city has limited power within the ETJ, the previous comprehensive plan (1990 – 2010) progressed under the assumption that development would eventually extend beyond the original city boundary, and this plan does the same.

### **Existing Conditions**

#### *Current Estimated Land Use*

The City of Brownwood has maintained an updated zoning map, but the most recent land use map comes from the current comprehensive plan (1990). A windshield survey, staff consultation, and Google Earth assessment were utilized in order to survey and update the current land use layout. This will allow staff to create accurate land use estimates and identify discrepancies between land use and zoning. Table 5.1 displays the current estimated land use acreage and each specific use's percent of total area according to a combination of the current plan projections and survey estimates. Figure 5.1 also depicts a close representation of current geographical distribution of land uses in Brownwood. The software calculations produced many discrepancies with respect to acreage.

The possible zoning non-conformities are shown in Figure 5.2. These areas of non-conformities are located on the outer edges of town and indicated by circles overlaid onto the city's zoning map. Zoning non-conformities can be resolved over time as buildings need repair, but grandfathered businesses or homes can remain for years if allowed to renovate.

Table 5.1: Estimated Land Use in Brownwood, 2010

	<b>% of Total Land Area</b>	
<b>Land Use</b>	<b>1990</b>	<b>2010</b>
Single Residential	29.6	38.1
Multifamily Residential	0.3	0.8
Commercial	4.8	13.5
Community Facilities	8.2	10.6
Parks and Open Space	2.7	12.2
Industrial	1.9	8.3
Right of Way	18.0	13.1
Undeveloped/Unaccounted	14.6	3.4
<b>Total</b>	<b>100.0</b>	<b>100.0</b>

Figure 5.1: Current Land Use Map

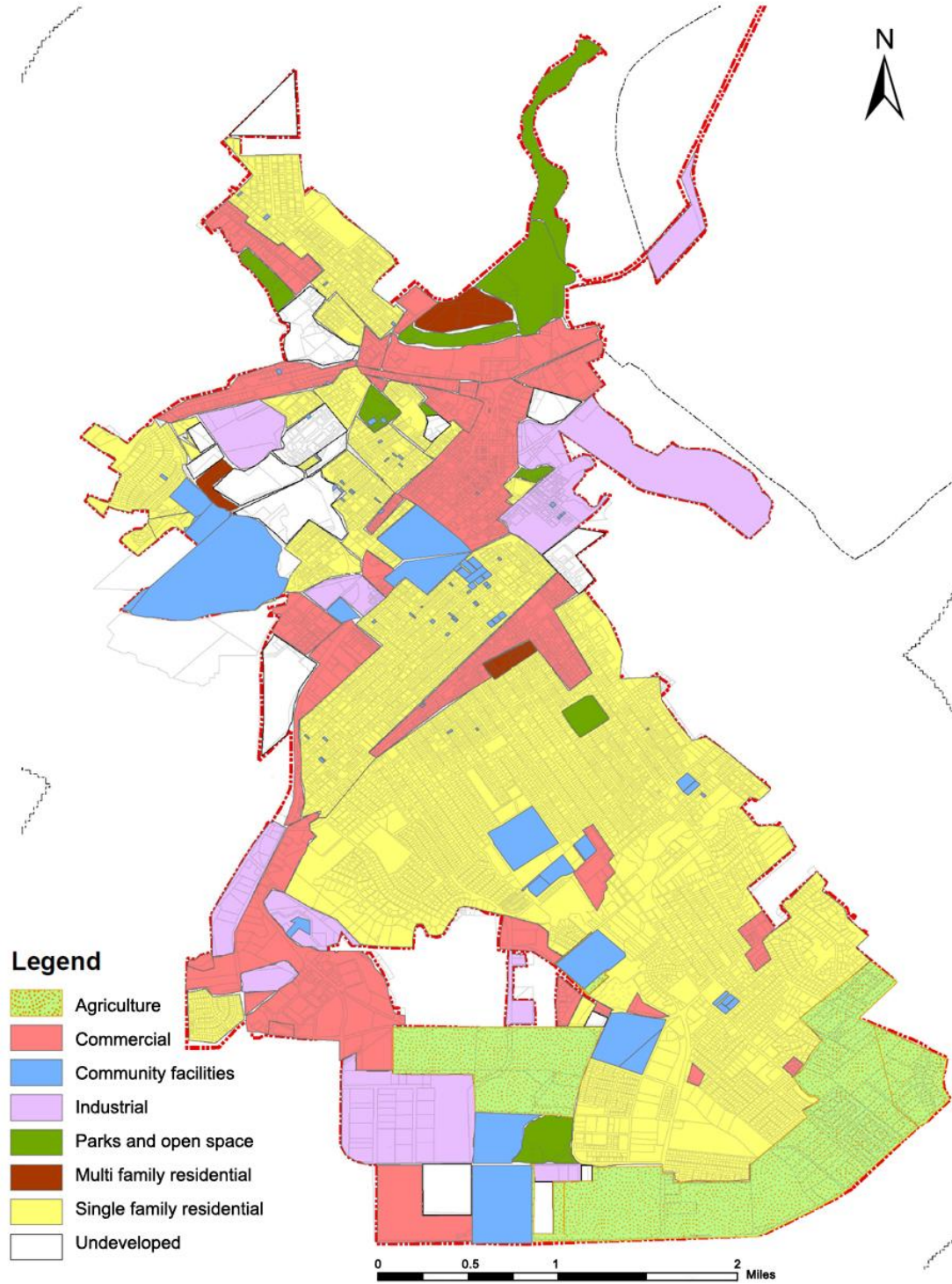


Figure 5.2: Brownwood Zoning Discrepancies (possible non-conformities)

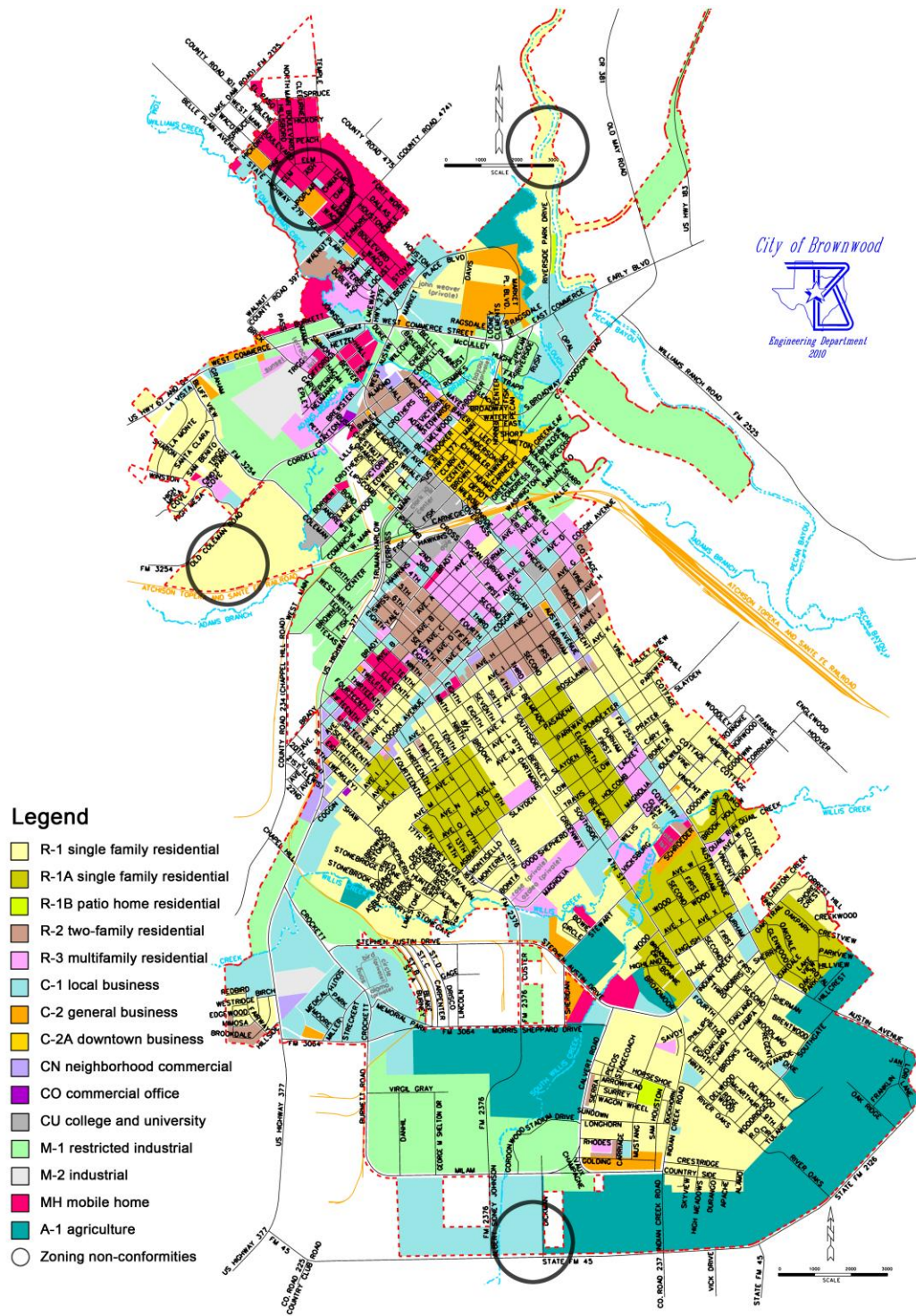
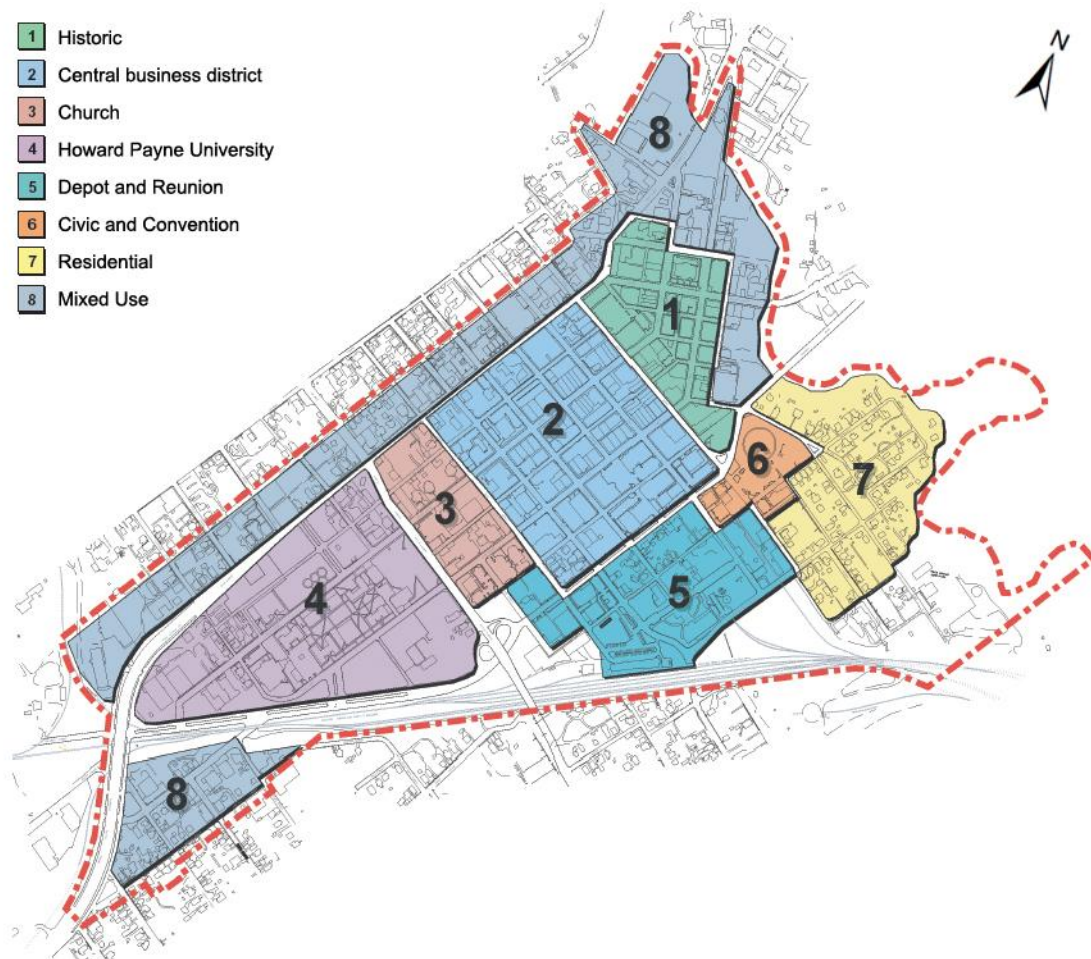




Figure 5.3: Downtown Existing Land Use Map



Source: Freese and Nichols, Inc . 2003, Brownwood Downtown Master Plan

## Environment and Natural Resources

The City of Brownwood lies in the rolling plains natural region of Texas. The increasing population of the city will require proper planning measures to reduce or prevent activities that can be potentially detrimental to the area's ecosystem, while at the same time reaping the benefits that nature can provide to urban life.

### *Surface Water & Wetlands*

The existing comprehensive plan identified various creeks and tributaries in the area that could potentially be used as buffers between incompatible land uses and for natural amenities. The channelization project on Adams Branch Creek, which runs through the city, is an example. The city lies within the Colorado River Basin. Pecan Bayou, a major tributary of the Colorado River, runs northwest to southeast along Brownwood's eastern boundary. The bayou, which is home to a wide variety of fish, was dammed to create Lake Brownwood located about 10 miles northwest of the city.

The lake is part of Lake Brownwood State Park. The construction of the dam has resulted in a reduction in the flow and depth of the bayou downstream from Brownwood.<sup>1</sup> Various ponds and reservoirs can be found within the city boundary and its extraterritorial jurisdiction (ETJ). The Brownwood County Water Improvement District #1 wetland mitigation site created by Wal-Mart is located close to the northeastern city boundary (see Figure 5.4).

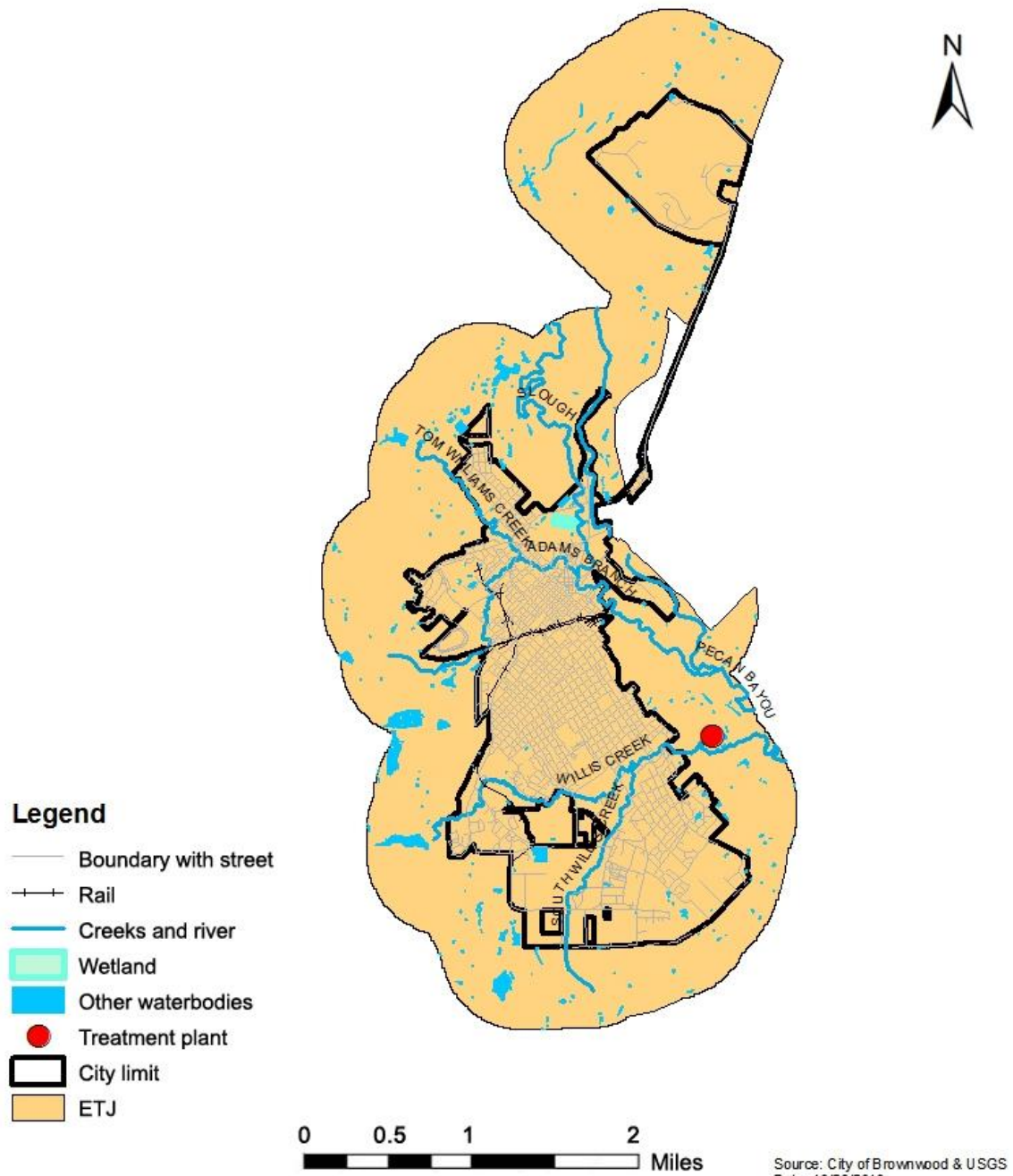


Source: Pecan Bayou, Brownwood, TX, Photo by: Allen Kumassah

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<sup>1</sup>Brownwood, Texas. (n.d.). In *Wikipedia*. Retrieved October 26, 2010, from [http://en.wikipedia.org/wiki/Brownwood,\\_Texas#Water\\_bodies](http://en.wikipedia.org/wiki/Brownwood,_Texas#Water_bodies)

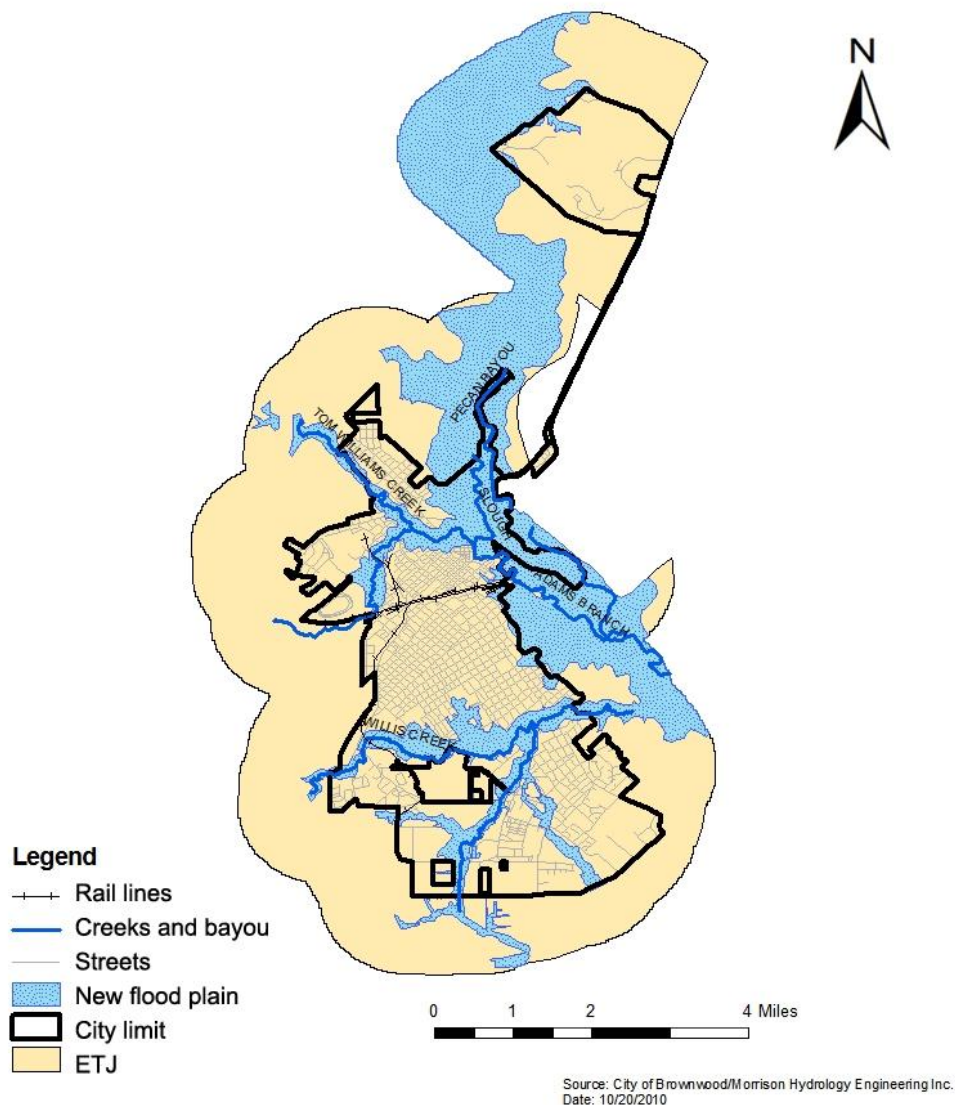
Figure 5.4: Surface Water and Wetlands in Brownwood



## Floodplain

With the existing floodplain map it was estimated that approximately 15 percent of the incorporated area within city limits were in a flood zone. These are mainly the lowlands along the principal creeks draining the city. Preliminary drawings provided to the city of the new FEMA floodplain map indicates that this percentage will increase. Most of the areas falling within the new floodplain are along the eastern boundary as well as the central and southern parts of the city. Existing floodplains along Willis and South Willis Creeks, including some minor tributaries, have been expanded. Many residential subdivisions, specifically those along Willis Creek, now fall within this new floodplain. Heavy rains cause the creeks and bayous to flood. The new floodplain map should be factored into any future land use maps to be created for Brownwood. Refer to Figure 5.5 to see the new preliminary floodplain demarcated areas along with the city boundary and the extra territorial jurisdiction (ETJ).

Figure 5.5: Preliminary Floodplain





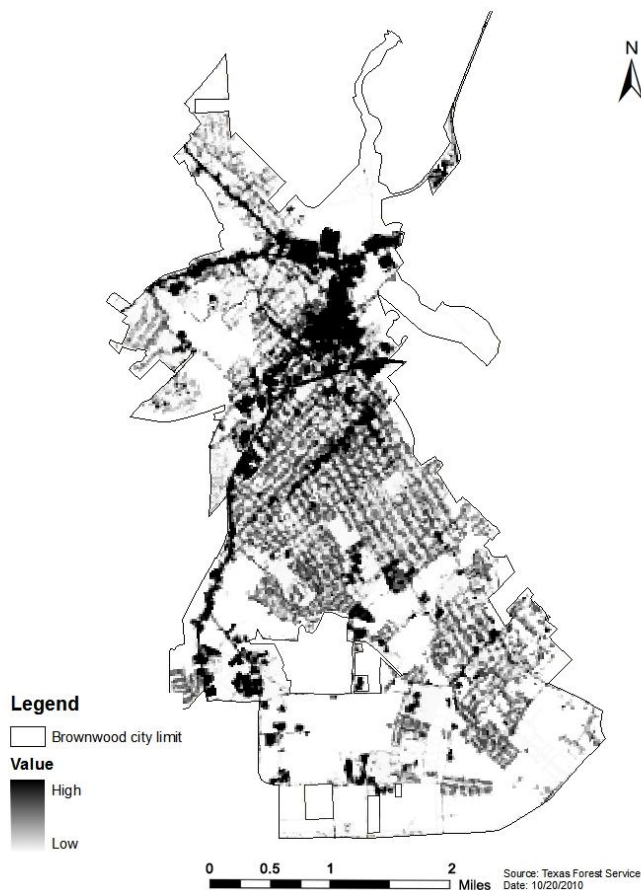
### *Wastewater & Water Treatment*

The municipal wastewater treatment plant has been upgraded to ensure the city's ability to meet more stringent discharge permit limitations. Figure 5.4 also shows the location of the wastewater treatment plant (along with other surface water bodies and wetlands). The water treatment plant, located on the hills on the western border of the city, draws its water from Lake Brownwood. It is treated and supplied to the city and other surrounding areas. Untreated water is used for irrigation purposes. The Brown County Water Improvement District owns and operates the water treatment plant.

### *Impervious Land Surface*

Developed areas have a positive correlation with impervious surface areas. Figure 5.6 contains a map showing the current difference in the range between highly developed and less developed areas within Brownwood's city limit. The intensity of development along Commerce Street and around the downtown area is clearly depicted on the map. These areas show a higher density of impervious surface cover. In general, areas close to the northern edges of the city limit and large parts of the southern section of the city are currently less developed. Impervious surfaces increase the quantity of storm water runoff, which raises the creek levels.

Figure 5.6: Brownwood Impervious Land Surface

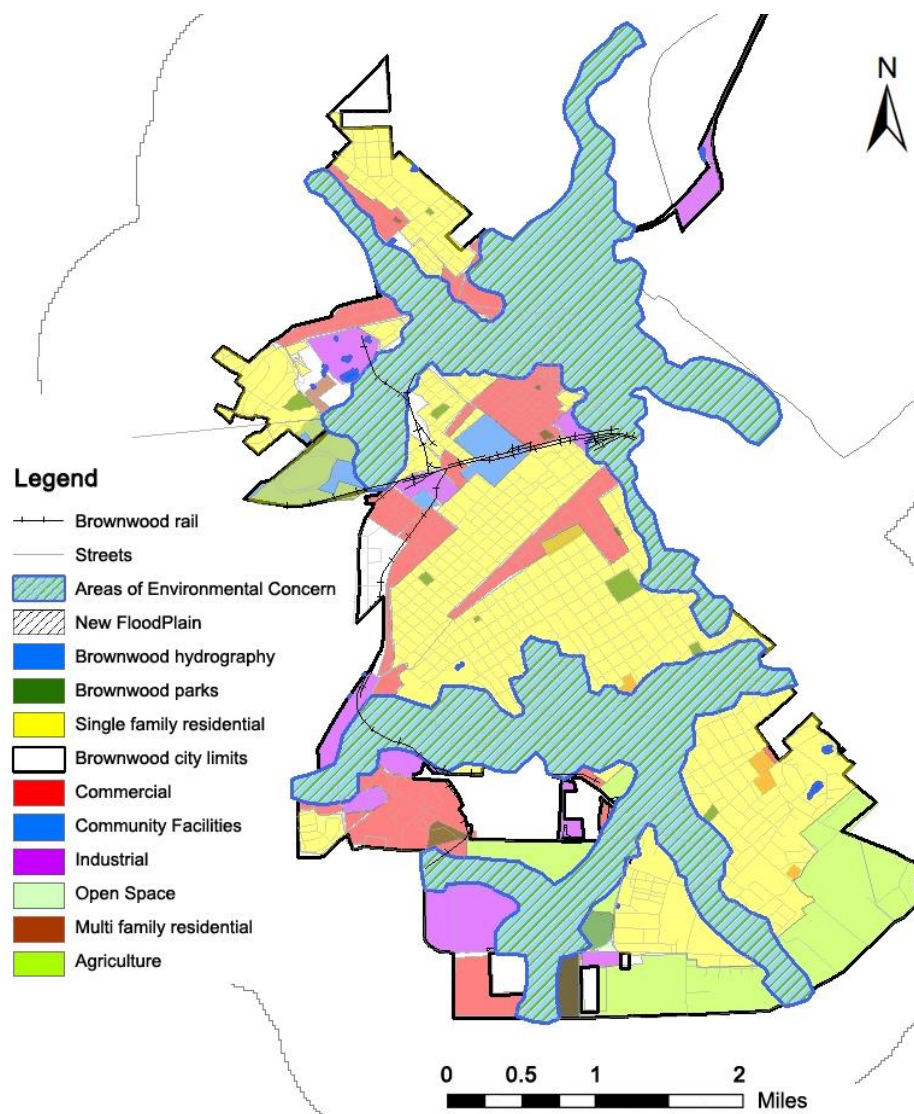




### *Areas of Environmental Interest*

Existing environmental conditions within some areas will require attention. These areas are displayed on the map in Figure 5.7. The map shows areas that are likely to flood, and could potentially generate large amounts of runoff due high impervious surface. In addition, the vegetation/tree canopy in these areas requires protection as it could reduce creek and tributaries pollution; it could also act as habitats and corridors for wildlife animals.

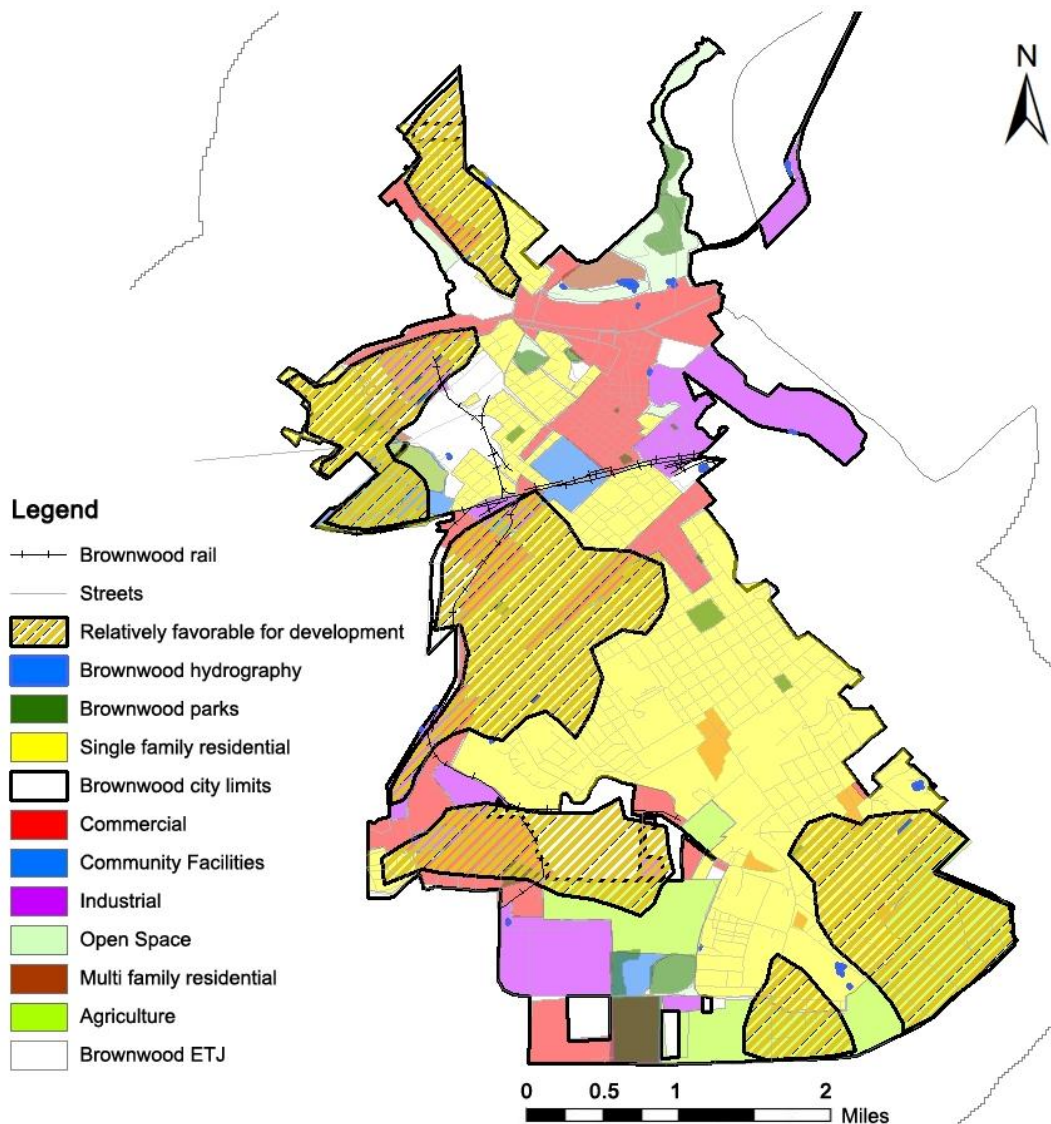
Figure 5.7: Areas of Environmental Interest in Brownwood



### *Areas Relatively Suitable for Development*

The existing topography, soil suitability, and areas of environmental sensitivity were considered to identify areas that are relatively suitable for development. Though the soils within the city and immediate surroundings are generally not suitable for urban uses, the generally flat topography creates a favorable terrain. The map of the results of this analysis depicted in Figure 5.8 show areas relatively suitable for development under the existing conditions.

Figure 5.8: Areas Relatively Suitable for Development In Brownwood



### *List of EPA-Regulated Facilities in Toxics Release Inventory (TRI)*

As of September 2010, there are nine facilities listed in the EPA Toxics Release Inventory (TRI) that have an address in Brownwood, eight of which are actually located in or very close to the city limits. EPA regulates these facilities because of the toxic chemicals they use, manufacture, treat, transport, or are released into the environment. Citizens, businesses, and governments can use the information on the locations and quantities of chemicals stored on-site to protect their air, land, and water. It is therefore important to factor in this information in planning the future growth and development of the city. Further investigation should be conducted on the toxicity and direction of emissions before locating residential development near these facilities.

Following is the list of all the nine companies depicted in Figure 5.9 on the next page.

- 3M Co. – Brownwood.
- Chevron Phillips Chemical Co. Performance Pipe Division.
- Dr. Pepper Bottlers Brownwood Inc.
- Kohler Co.
- Potters Industries Inc.
- Rotonics Manufacturing Inc.
- Superior Essex Communications LP.
- U.S. Army National Guard Camp Bowie Ranges.

Based on the most recent 2009 EPA TRI data available (see Table 5.2), 16 chemicals were reported to have been disposed or otherwise released on- or off-site in industries in Brownwood. This in total amounted to 285,801.13 pounds in total quantity. The highest released was styrene ( total 112,520 pounds); lead compounds were the least released (total amounted to 185 pounds).

This information, according to the EPA, can be used as a starting point in evaluating exposures that result from releases and other waste management activities which involve toxic chemicals. This information is thus beneficial to the city as it can be incorporated into plans to prevent resident exposure to these chemicals and also to protect and prevent their cherished natural resources from being damaged by these chemicals.

Figure 5.9: Brownwood EPA Regulated Facilities in TRI

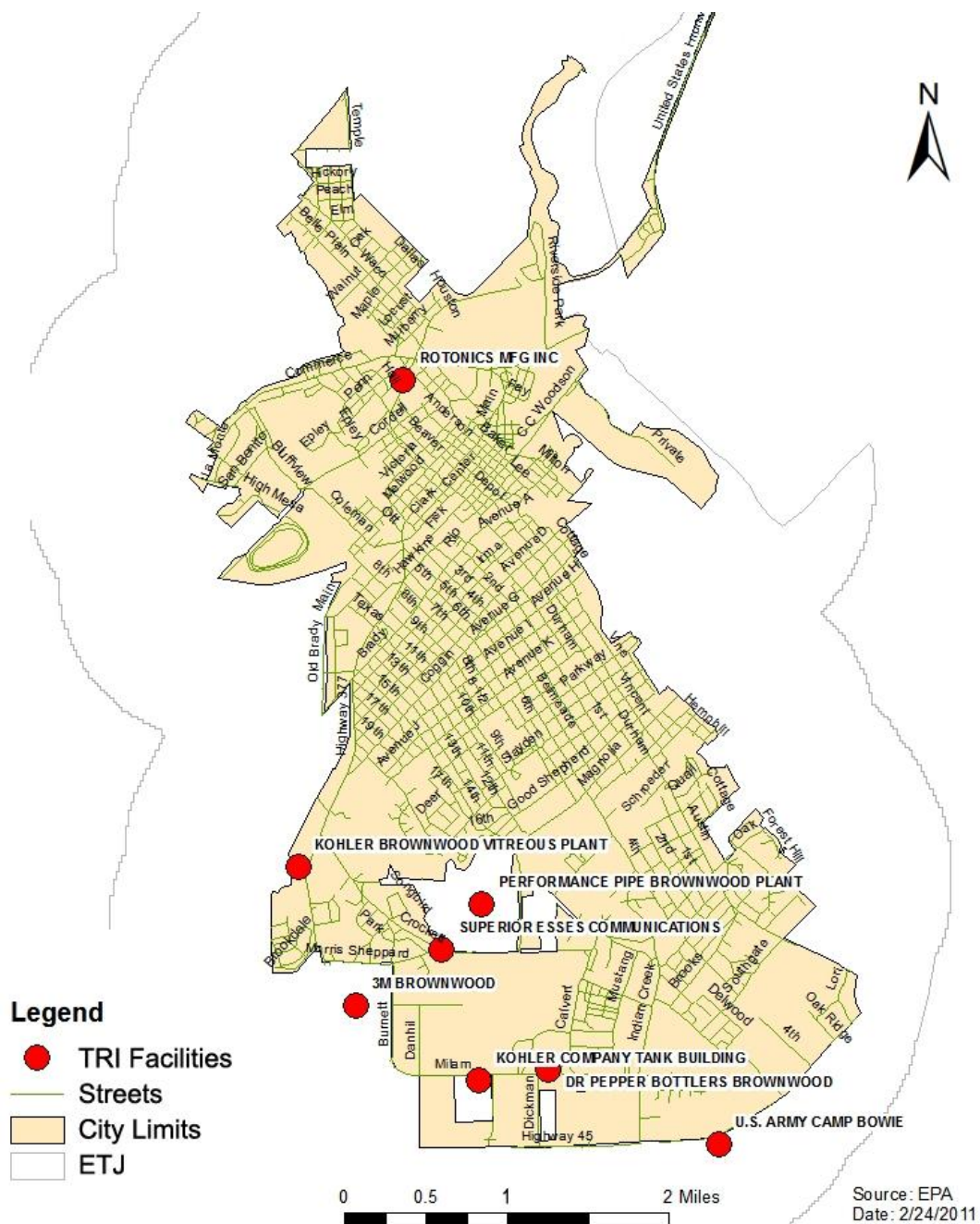


Table 5.2: TRI Chemical Disposal in Brownwood in 2009

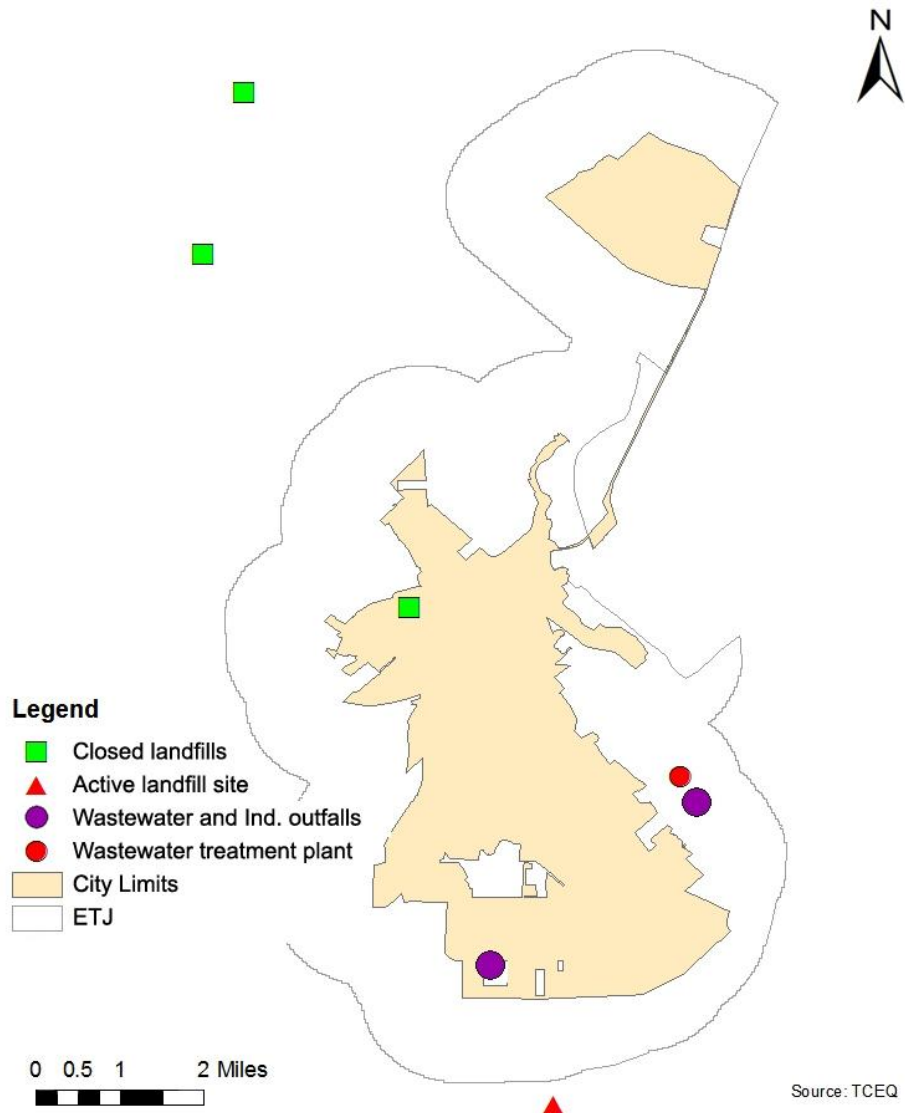
TRI On-site and Off-site Reported Disposed of or Otherwise Released (in pounds), for facilities in All Industries, for All Chemicals, zip code 76801 in Texas 2009

	<b>Chemical</b>	<b>Total On-site Disposal or Other Releases</b>	<b>Total Off-site Disposal or Other Releases</b>	<b>Total On- and Off-site Disposal or Other Releases</b>
1	ANTIMONY COMPOUNDS	2	4,547	4,549
2	BARIUM COMPOUNDS	3,270	40,260	43,530
3	CERTAIN GLYCOL ETHERS	4,544	0	4,544
4	COPPER	13	842	855
5	DECABROMODIPHENYL OXIDE	0	1,921	1,921
6	ETHYLBENZENE	5,891	0	5,891
7	LEAD	5,759		5,759
8	LEAD COMPOUNDS	177	8	185
9	METHYL ISOBUTYL KETONE	4,105	0	4,105
10	METHYL METHACRYLATE	3,604	0	3,604
11	N-BUTYL ALCOHOL	20,270	0	20,270
12	N-METHYL-2-PYRROLIDONE	998	0	998
13	STYRENE	112,520	0	112,520
14	TOLUENE	7,499	0	7,499
15	XYLENE (MIXED ISOMERS)	24,210	0	24,210
16	ZINC COMPOUNDS	3,750	41,611	45,361
	<b>Total</b>	<b>196612.34</b>	<b>89188.79</b>	<b>285801.13</b>

The map (Figure 5.10), sourced from the Texas Commission on Environmental Quality (TCEQ), also shows sources wastewater discharge from domestic or industrial facilities and locations of closed and active municipal solid waste sites/ landfills within or around the city, respectively. In terms of the wastewater and industrial outfall, the two locations in Brownwood are the Kohler Co. plant (industrial wastewater) and the City of Brownwood municipal wastewater sites. There is also an active landfill south of the city limit and three closed landfill sites, one of which is located within the city limits as shown on the map.

The locations of these facilities are important in determining appropriate land uses that should be permitted near such facilities and measures that can be adopted to protect sensitive areas nearby.

Figure 5.10: Brownwood Wastewater, Industrial Outfalls, and Landfill Sites





## **SWOC Analysis**

### *Strengths*

There are large portions of parks and open space within Brownwood. The city currently exceeds state and national averages for acres of parks per person. Parks and open space are critical for a community to remain healthy. Brownwood should continue to treasure its existing parks and open space while expanding these areas as the city grows.

Brownwood is home to major industrial operations that provide a strong employment base for its residents. This existing industrial based economy is attractive to new companies that would consider locating in and around the city.

### *Weaknesses*

Brownwood lacks the access housing needed for new families who want to move into the city. Although new housing is being built, it is not keeping up with demand causing families to move to other nearby towns. The housing supply needs to keep up with demand to allow the city to grow at a natural rate.

### *Opportunities*

The City of Brownwood has a growing population. If increased desirable housing is made available, the city can prevent the incoming new population from locating outside of the city. This will only further increase the growing trend of the city.

### *Challenges*

Brownwood is plagued with vacant buildings that remain from when Camp Bowie was in operation. The town has more commercial buildings than the population needs or uses. This abundance of vacancies in the downtown area causes businesses to be reluctant to move into this area. These vacant buildings are decaying at an accelerated rate because they are not in use. The challenge to the community is that if something is not done with these buildings then the downtown will become completely unusable.

Brownwood has an increasing amount of area within the city that lies within the 100-year floodplain. The fact that development occurs within the floodplain combined with the fact that the floodplain has expanded over time, proposes a real challenges to the community, as a flash flood would be devastating. The fact that the floodplain has expanded is of serious concern especially because this is out of the community's control.

## Future Requirements, Planning Considerations, and Recommendations

### *Past Growth and Future Use*

Since the last comprehensive plan (1990-2010), the largest increase in percentage of overall land use occurred in the Parks and Open Space category (2.7% to 12.2%). This drastic change can be attributed in part to an increased land use area percentage attributed to the new ETJ and the annexation of the Pecan Bayou floodplain. The Industrial Use category experienced the second largest increase, growing from 1.9% to 8.3% of overall land use. This change can be attributed to the inclusion of an industrial park and strip mining operation on the city's west side. Other land use categories experienced minor fluctuations, but remained relatively constant.

Brownwood is willing to annex any additional land weighing the tax benefit against infrastructure expansion costs. With the population remaining relatively stable, residential uses could presumably increase at the same rate as past years. Industrial uses are predicted to experience minor fluctuations. However, Brownwood is highly motivated to attract large commercial uses, which could substantially alter the make-up of the current land use.

### Projected Future Land Use

#### *Residential*

Single-family residential growth continues to expand in a southwesterly direction because of lower property values in the north and the Pecan Bayou floodplain to the east. Since the implementation of the previous comprehensive plan (1989), residential use increased from 29.6% to 38.1% of overall use, and with the population projected to remain fairly constant, residential growth should continue in a similar pattern. Multifamily housing will remain fairly constant at .7% of land use as multifamily

development increases slowly in a set pattern with respect to single-family development. Possible methods of projecting future residential need are (1) assuming the same percentage breakdown and rate as in the past; (2) projecting/graphing past trends and extrapolate forward; and (3) establishing a multifamily population and compute the number of apartments that could be utilized.

Table 5.3: Land Use Projection Results

Land Use	% of Total Land Area			
	1990	2010	2030	% +/-
Residential	29.6	38.1	41.6	3.5
Multifamily	0.3	0.8	0.7	<b>0.1</b>
Commercial	4.8	13.5	14.2	0.7
Community Facilities	8.2	10.6	11.1	0.5
Parks and Open Space	2.7	12.2	10.1	<b>2.1</b>
Industrial	1.9	8.3	8.7	0.4
Right of Way	18	13.1	13.1	0
Undeveloped/Unaccounted	14.6	3.4	0.5	<b>2.9</b>
Total	100	100	100	



### *Commercial*

Commercial use increased from 4.8% to 13.5% of overall land use over the same time period. Although previous goals have indicated a desire to concentrate commercial growth at arterial intersections, strip development has been most prevalent. With Brownwood being a stand-alone community, there is a strong correlation between residential growth and commercial growth. However, a larger increase in commercial use could be expected because of the municipality's willingness to attract retailers through incentives, rezoning, and overall quick response to commercial needs.

### *Industrial*

Industrial use increased from 1.9% to 8.3% of overall land use since 1989, due primarily to the inclusion of an industrial park and strip mining operation on the city's western side. Brownwood is home to major industrial operations that provide a strong employment base for residents. The conversion of a former military base – Camp Bowie – to an industrial park has provided a home to major operations like 3M. Future industrial use is expected to remain constant as physical restraints and city boundaries prevent increases in future Industrial use.

### *Community Facilities*

Community facilities use increased from 8.2% to 10.6% of overall land use during the course of the current plan. Since future use calls for improvements to existing facilities (airport, city hall, police department, etc.), projections are to remain consistent with current rates of growth.

### *Parks and Open Space*

Parks and open space use increased from 2.7% to 12.2% of overall land use during the course of the current plan, due primarily to annexation of the Pecan Bayou floodplain. This increase means that Brownwood has more park and open space acreage per residents than most similar sized cities. The annexed land is well suited for its current use as agricultural land, and the planned parks provide great recreation opportunities and act as buffers between incompatible uses – making this element a major benefit to the city.

Examples of Well-Maintained Parks and Activities



Source: <http://www.cmap.illinois.gov/2040/open-space>, <http://healthsitetoday.com/the-role-of-recreation-in-a-balanced-life/>

### *Buffering Adjacent Uses*

The city has a variety of uses, and because of that diversity there is a large potential for incompatible uses. The city has buffering requirements (fencing), and a field survey noted that industrial uses are often adjacent to open space that acts as a major buffer. In denser areas, natural topography, roads, and fencing are utilized.

### *Current Zoning and Implementation*

Brownwood has maintained an updated zoning map. The windshield and software surveys have identified many discrepancies between the current zoning and current land use maps. For example, the city has zoned many parks (north and south areas) and community facilities (west) as residential. In addition, the city has zoned an entire northwestern portion of the city for mobile homes, but, while many mobile homes are dispersed throughout the area, single-family residential use is the dominant feature.

### *Infill development of downtown*

By promoting mixed-use and new commercial developments in the vacant area of downtown, the area can be revitalized. Redeveloping this area will conserve green field sites for future use.

Examples of Mixed-Use Urban Street



Source: <http://mainlyurban.blogspot.com/2010/09/downtown-scarborough.html>,  
<http://www.transtech.org/3rd-Street-Mixed-Use-Development>

### *Redevelopment of the old properties throughout the city*

The facilities and houses built before 1970 pose special challenges to redevelopment. These structures usually contain aluminum wiring and copper piping that need replacing or updating. Typically, individual homeowners do this replacement, but government grants and city tax incentives can also be used to help speed up the process.

### *Code Enforcement*

Throughout past years, code enforcement has posed a growing problem. An increasing number of both vacant and occupied buildings have slipped into disrepair. Allowing the demolition of unnecessary and unused structures within the city allows Development Services to focus their resources and efforts on structures that are vital to the city. The office of Development Services must be provided with means and resources to enforce the city's building codes.

### *Chronically Tax Delinquent Properties*

The City of Brownwood has several properties that are currently tax delinquent. Many of these properties have been tax delinquent for a number of years and are eligible for repossession by the city. To help determine why many properties have become delinquent, a student group conducted a case study. The study resulted in the following conclusions.

Several of the properties included in the case study are over-assessed, which means that they have an annual tax rate that is greater than five percent of the property value. Specifically, the study indicates that 16 repossessed properties are grossly over-assessed by as much as 60 percent. The over-assessment of these properties begins to compound yearly, and is a significant burden for the taxpayer, which creates chronic delinquencies, and eventually leads to abandonment.

Abandoned properties are a significant cause of rapid neighborhood decline. Chronic delinquency, defined in this instance, as greater than ten years past due, is a large problem in Brownwood. Thirty-two properties included in the study suffer from chronic tax delinquency. Specifically, the average delinquency is 15 years and the largest delinquency is 28 years. This clearly indicates a pattern of property abandonment, which creates negative externalities for the entire community, and increases the likelihood that the problem will persist; neither of these circumstances is conducive to efforts toward revitalization. Furthermore, abandoned properties shrink the tax base and cause revenue losses, while also creating liabilities for the city during the judicial process of a tax sale.

Fragile socioeconomic conditions and a history of discrimination in real-estate markets in low-income neighborhoods present an initial barrier towards revitalization. The data indicate that a large share of the tax delinquency problem primarily affects low-income neighborhoods, which exacerbates this problem and contributes to urban decline. Recent market data suggests that the median price of a home in Brownwood is approximately eighty thousand dollars, while the properties included in this study have values ranging from four hundred dollars to thirty-one thousand dollars. There is clearly a large gap in property value and inequitable tax policies could be a cause of high concentration of abandoned properties in these areas.

A number of properties within Brownwood's city limits have been identified by the tax appraisal district to be chronically tax delinquent. The data collected on private properties in Brownwood indicate that as of 2010, about 512 properties were identified to owe taxes. It was however noted that detailed information was not available on 59 of these properties. In all it was determined that the city and school districts together lost a total of about \$1,410,342 of property tax revenue out of the total \$7,061,735 taxable value between 1977 to 2010 on 454 private properties.

Further analysis of the data show that 53 of the 454 delinquent properties have an annual tax rate greater than five percent of the taxable property value indicating an over-assessment of those properties. These over-assessed annual tax rates ranged between over five percent to about 637 percent. Such high tax rates increase the probability that the property owner is unlikely to pay and may abandon the property rather than be saddled with the tax burden.

It was also determined that about 89 percent of the properties that had detailed information provided were chronically delinquent. This description is based on the fact that for more than ten years, taxes had not been paid on these properties (see Table 5.4).

Table 5.4: Summary of Tax Delinquent Private Properties, 2010

	<b>TAXABLE VALUE (\$)</b>	<b>DELINQUENT TAXES</b>	<b>TOTAL YRS</b>	<b>% OF VALUE OWNED IN TAXES</b>	<b>DELINQUENCY OWNED PER YEAR</b>	<b>TAX: VALUE AMOUNT PER YEAR</b>
<b>TOTALS</b>	\$7,061,735.00	\$1,410,342.02				
<b>AVERAGE</b>	\$15,588.82	\$3,113.34	14	119%	\$263.43	8%
<b>MINIMUM VALUE</b>	\$71.00	\$43.25	1	0%	\$3.57	10%
<b>MAXIMUM VALUE</b>	\$101,670.00	\$23,626.47	33	5095%	\$4,522.00	637%

Figure 5.11 shows areas within Brownwood categorizing concentrations of chronically tax delinquent properties. This also relates inversely to median household income (by block group) for Brownwood; areas recording higher number of tax delinquent properties generally fall in lower household median income areas, and vice versa.

Delinquent properties within the downtown area, especially those that are dilapidated, could potentially provide opportunities for the development of those areas. Vacant lots could be taken over by the city and sold to interested or targeted business entities. This could attract other businesses or activities into the downtown area. The city could also renovate those properties with structures after taking ownership, or tear them down to create space for potential downtown revitalization or tax increment financing projects.

Table 5.5: Tax Delinquency Detailed Information

	Struck-off Date	Adjudged Value	Delinquent Taxes	Years Delinquent		Total Years Delinquent	Percent of Adjudged Value Owed In Taxes	Delinquency Owed Per Year	Tax Value Amount Per Year  (% of adjusted value)
1	06/02/09	\$ 750	\$ 7,938	1983	2010	27	1058%	\$ 294	39%
2	08/03/10	\$ 750	\$ 6,298	1988	2010	22	840%	\$ 286	38%
3	08/03/10	\$ 750	\$ 4,788	1982	2010	28	638%	\$ 171	23%
4	02/02/10	\$ 990	\$ 5,740	1993	2010	17	580%	\$ 338	34%
5	02/02/10	\$ 800	\$ 447	1989	2010	21	56%	\$ 21	3%
6	06/01/10	\$ 750	\$ 4,054	2001	2010	9	540%	\$ 450	60%
7	09/07/10	\$ 1,960	\$ 10,116	2000	2010	10	516%	\$ 1,012	52%
8	01/05/10	\$ 1,000	\$ 3,617	2002	2010	8	362%	\$ 452	45%
9	07/07/10	\$ 1,800	\$ 5,833	2000	2010	10	324%	\$ 583	32%
10	01/05/10	\$ 1,780	\$ 5,255	1995	2010	15	295%	\$ 350	20%
11	11/03/09	\$ 1,400	\$ 3,347	1983	2010	27	239%	\$ 124	9%
12	02/02/10	\$ 1,040	\$ 2,364	1987	2010	23	227%	\$ 103	10%
13	08/03/10	\$ 900	\$ 1,631	2002	2010	8	181%	\$ 204	23%
14	11/03/09	\$ 1,190	\$ 1,880	2001	2010	9	158%	\$ 209	18%
15	08/03/10	\$ 750	\$ 878	1992	2010	18	117%	\$ 49	7%
16	09/01/09	\$ 1,500	\$ 1,702	2002	2010	8	113%	\$ 213	14%
17	09/01/09	\$ 400	\$ 447	1983	2010	27	112%	\$ 17	4%
18	01/05/10	\$ 2,400	\$ 2,389	1999	2010	11	100%	\$ 217	9%
19	01/05/10	\$ 4,800	\$ 4,040	1993	2010	17	84%	\$ 238	5%
20	09/07/10	\$ 5,900	\$ 4,877	1988	2010	22	83%	\$ 222	4%
21	10/05/10	\$ 9,090	\$ 6,830	2001	2010	9	75%	\$ 759	8%
22	09/01/09	\$ 6,820	\$ 4,875	1996	2010	14	71%	\$ 348	5%
23	09/01/09	\$ 700	\$ 495	1983	2010	27	71%	\$ 18	3%
24	02/02/10	\$ 13,030	\$ 8,660	1993	2010	17	66%	\$ 509	4%
25	06/02/09	\$ 17,790	\$ 11,406	1992	2010	18	64%	\$ 634	4%
26	06/02/09	\$ 1,960	\$ 1,229	1988	2010	22	63%	\$ 56	3%
27	06/02/09	\$ 1,960	\$ 1,219	1988	2010	22	62%	\$ 55	3%
28	01/05/10	\$ 800	\$ 496	1983	2010	27	62%	\$ 18	2%
29	09/01/10	\$ 20,180	\$ 12,465	1996	2010	14	62%	\$ 890	4%
30	06/02/09	\$ 1,960	\$ 1,209	1988	2010	22	62%	\$ 55	3%
31	01/05/10	\$ 9,880	\$ 5,566	1999	2010	11	56%	\$ 506	5%
32	06/01/10	\$ 12,450	\$ 6,712	1998	2010	12	54%	\$ 559	4%
33	06/01/10	\$ 750	\$ 400	1988	2010	22	53%	\$ 18	2%
34	01/05/10	\$ 15,230	\$ 8,042	1996	2010	14	53%	\$ 574	4%
35	09/01/09	\$ 15,560	\$ 7,884	1996	2010	14	51%	\$ 563	4%
36	09/07/10	\$ 4,580	\$ 2,314	1998	2010	12	51%	\$ 193	4%
37	01/05/10	\$ 10,620	\$ 4,678	2001	2010	9	44%	\$ 520	5%
38	08/03/10	\$ 1,800	\$ 763	2002	2010	8	42%	\$ 95	5%
39	02/11/09	\$ 980	\$ 386	1996	2010	14	39%	\$ 28	3%
40	08/03/10	\$ 19,950	\$ 5,592	2003	2010	7	28%	\$ 799	4%
41	04/06/10	\$ 980	\$ 246	2001	2010	9	25%	\$ 27	3%
42	07/07/09	\$ 31,700	\$ 7,550	2004	2010	6	24%	\$ 1,258	4%
43	02/02/10	\$ 1,600	\$ 363	1998	2010	12	23%	\$ 30	2%
44	06/01/10	\$ 1,500	\$ 316	2001	2010	9	21%	\$ 35	2%
45	07/07/09	\$ 7,990	\$ 1,666	1992	2010	18	21%	\$ 93	1%
46	07/07/09	\$ 21,460	\$ 3,842	1992	2010	18	18%	\$ 213	1%
47	10/05/10	\$ 1,500	\$ 196	2003	2010	7	13%	\$ 28	2%
48	09/01/09	\$ 810	\$ 86	2007	2010	3	11%	\$ 29	4%
<b>Totals</b>		<b>\$ 265,240</b>	<b>\$ 183,128</b>						
<b>Averages</b>		<b>\$ 5,526</b>	<b>\$ 3,815</b>			<b>15</b>	<b>165%</b>	<b>\$ 301</b>	<b>11%</b>
<b>Minimum</b>		<b>\$ 400</b>	<b>\$ 86</b>			<b>3</b>	<b>11%</b>	<b>\$ 17</b>	<b>1%</b>
<b>Maximum</b>		<b>\$ 31,700</b>	<b>\$ 12,465</b>			<b>28</b>	<b>1058%</b>	<b>\$ 1,258</b>	<b>60%</b>

Figure 5.11: Chronically Delinquent Property Tax Map, 1977-2010

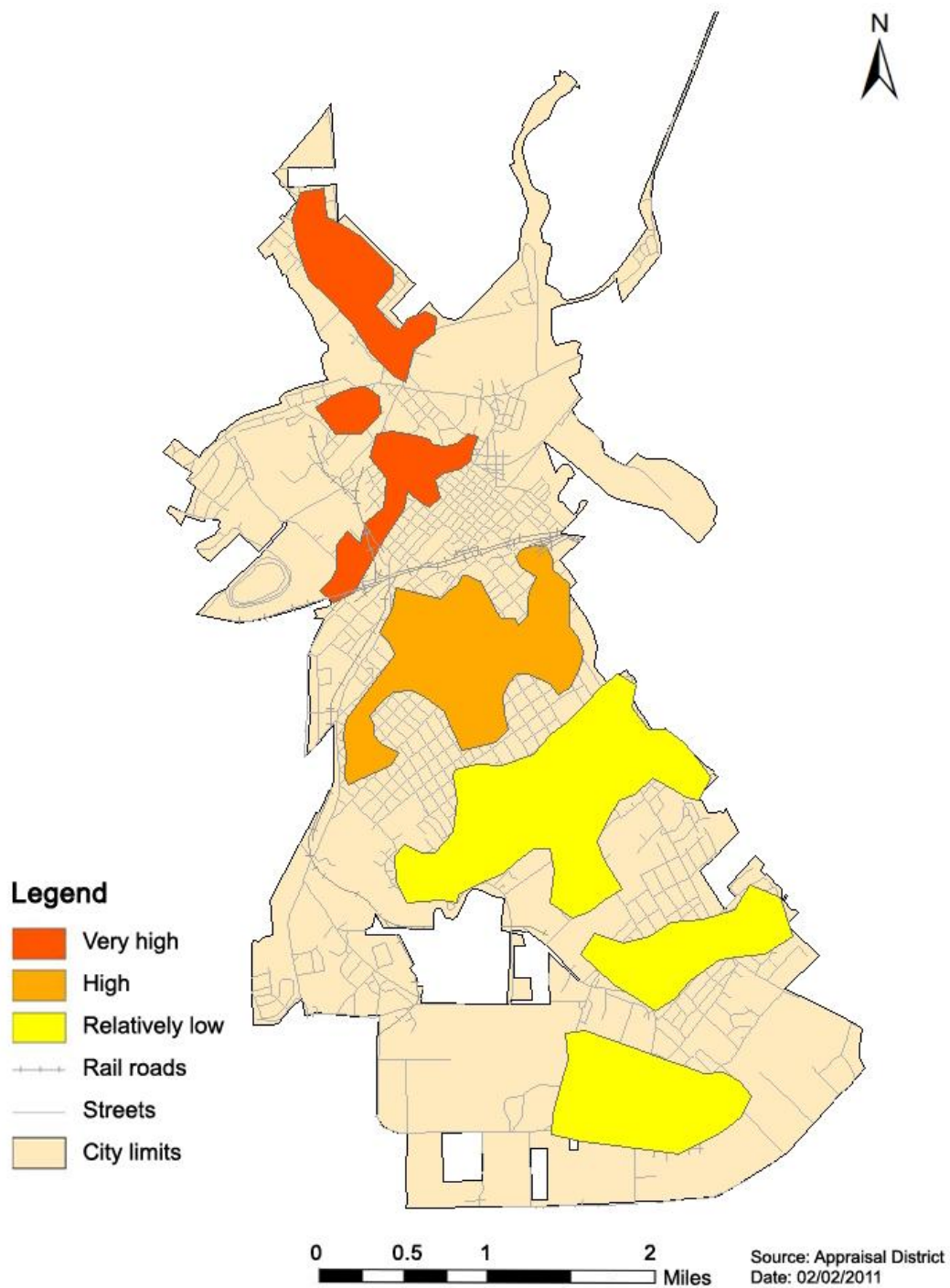
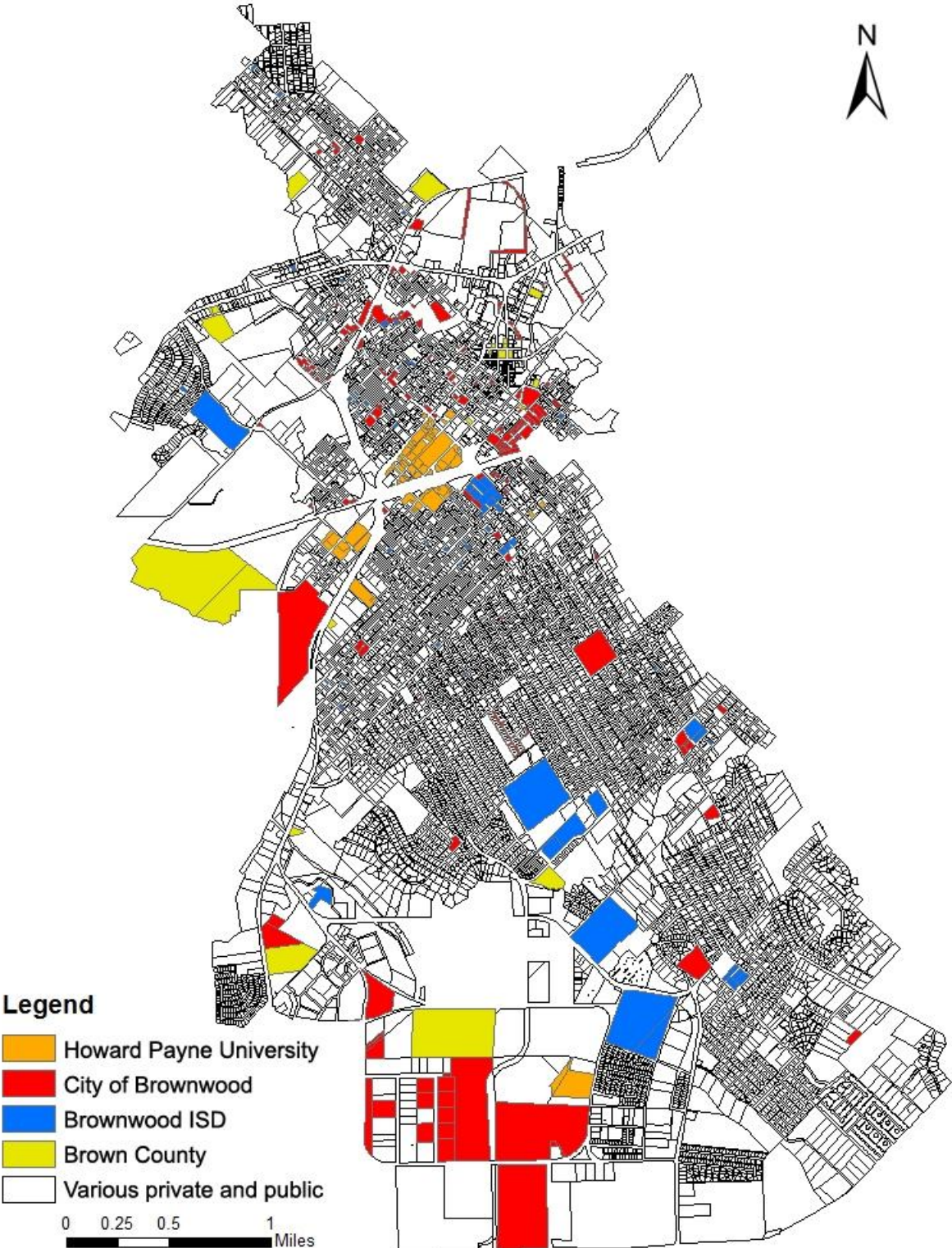




Figure 5.12: Brownwood Property Ownership





## Land Use Goals & Objectives

### *Vision*

To maintain the small town feel of the city through the preservation of open space and the strengthening of established residential neighborhoods, while promoting mixed-use development and increased connectivity throughout the community.

Goal 1: Explore development of new neighborhoods with reimbursement through assessments.

Objective 1.1: Explore potential sites for new neighborhoods within the existing city and surrounding ETJ, prior to the establishment of impact fees.

Objective 1.2: Determine cost of new infrastructure associated with new neighborhood developments.

Objective 1.3: Establish rules and regulations for assessing impact fees on all new development within the city.

Goal 2: Ensure that all city zoning and planning promotes best use.

Objective 2.1: Ensure that all properties are provided a viable land use.

Objective 2.2: Ensure that all zoning and planning accounts for land use compatibility and the greater public welfare.

Goal 3: Preserve current proportion of parks and open space per person throughout the next thirty years.

Objective 3.1: Maintain and preserve all parks and open space currently within the city.

Objective 3.2: Continue to provide increased parks and open space as the city's population continues to increase.

Objective 3.3: Incorporate floodplain as parks and open space area to prevent poorly placed developments and avoid further floodplain expansion.

Goal 4: Provide a mixed use, well connected, and usable community to all citizens.

Objective 4.1: Promote mixed-use development through zoning and planning.

Objective 4.2: Ensure connectivity is promoted throughout the community as it continues to grow and within all future developments.

Goal 5: Bring all occupied buildings within the city up to code and create new city building codes that improve the city's quality of life.

Objective 5.1: Provide Development Services with the resources necessary to enforce building codes within the city.

Objective 5.2: Pass an effective fencing ordinance does not inhibit walkability.

Objective 5.3: Pass an effective ordinance eliminating parking on grass to the extent that it devalues adjoining properties.

## **Funding**

### *Federal Programs*

#### Section 108 Loan:

The Section 108 Loan Guarantee Program is a source of financing allotted for the economic development, housing rehabilitation, public facilities rehab, construction or installation for the benefit of low- to moderate-income persons.

### *Non-Federal Tools: Improvement District*

#### CIP (Capital Improvement Program)

A short-range plan, usually four to ten years, which identifies capital projects, provides a planning schedule, and identifies options for financing the plan. Essentially, the plan provides a link between a municipality, comprehensive and strategic plans, and the entity's annual budget.

#### TIF (Tax Increment Financing)

For enhancing a blighted area. A public financing method used as a subsidy for redevelopment and community improvement projects.

### *Fees*

#### Impact Fees

Fees imposed on developers for special uses such as water or sewer hookups, roads, and other infrastructure.

#### Assessment Districts

A tax imposed upon a designated area composed of properties that stand to benefit from a public works project.

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# 1-6 Housing



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## **1-6 Housing**

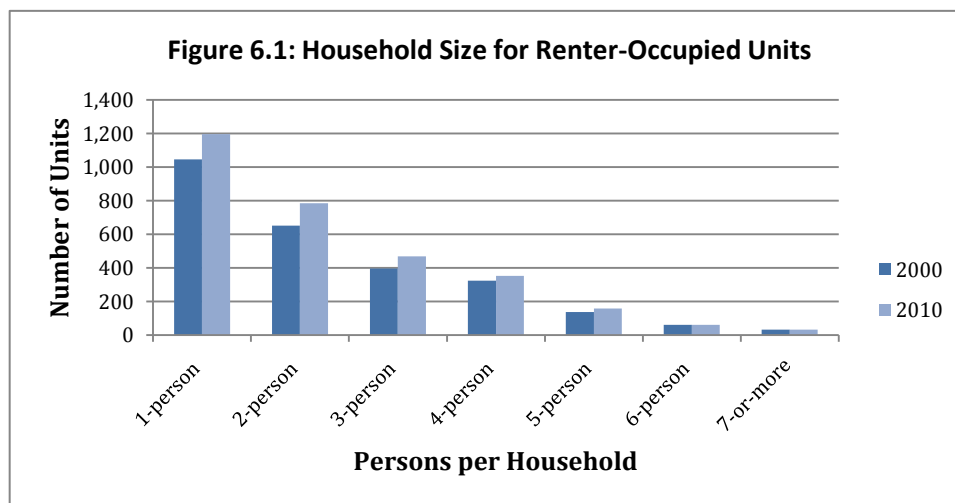
### **Purpose/Overview**

Housing is not only a basic human need but also a fundamental building block in the development of communities. The quality, value, affordability, and availability of housing have far reaching impacts on quality of life and social equity. It is important that Brownwood's housing stock grows and evolves in a manner that appropriately serves the needs of its citizens and future.

### **Existing Conditions**

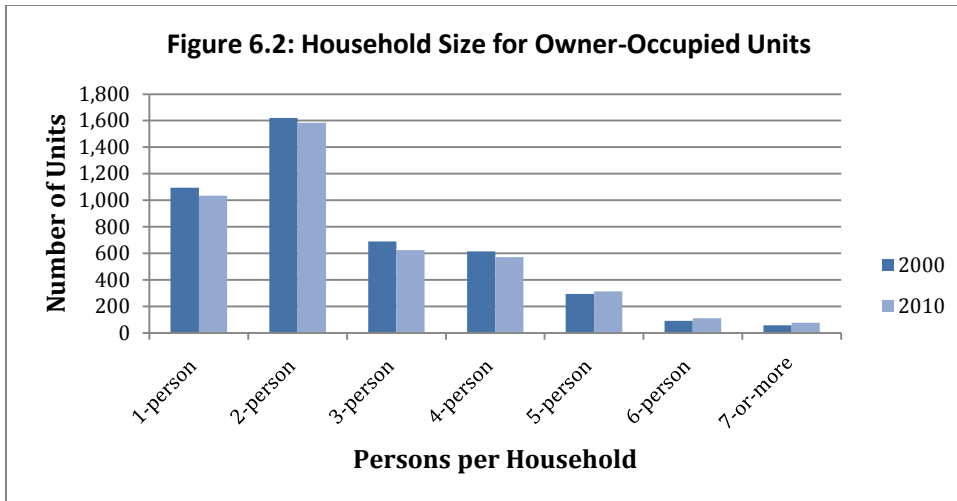
#### *Household Size, Composition, and Tenure*

Over the last ten years there have been significant changes in renter-occupied housing units with increases in every household size except for 6-person, which remained the same (Figure 6.1). Owner-occupied units have remained fairly consistent between 2000 and 2010, with slight decreases in one- to four-person households and increases in five- to seven-person households (Figure 6.2).



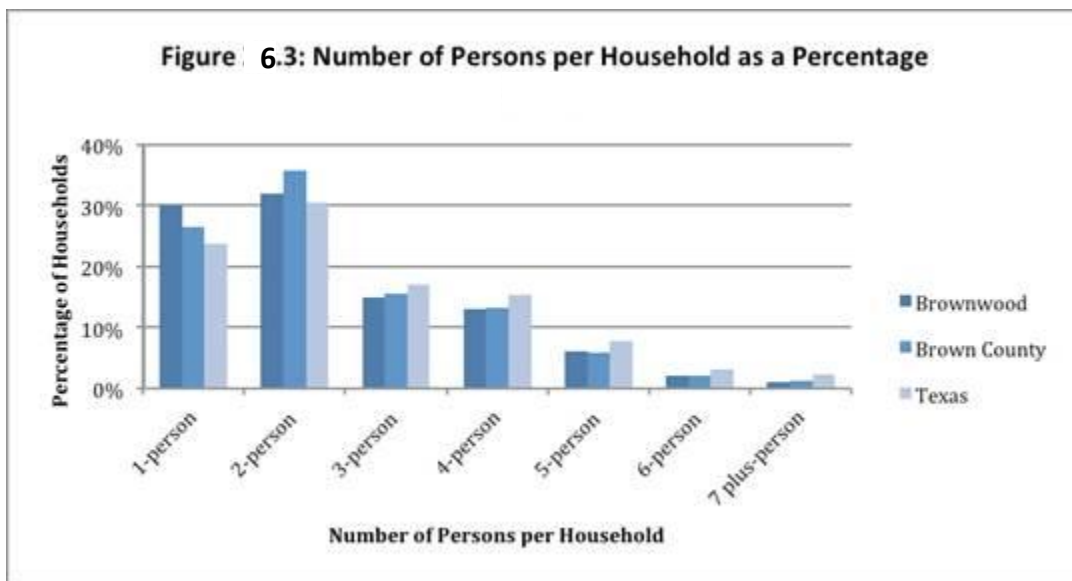
Source: US Census Bureau



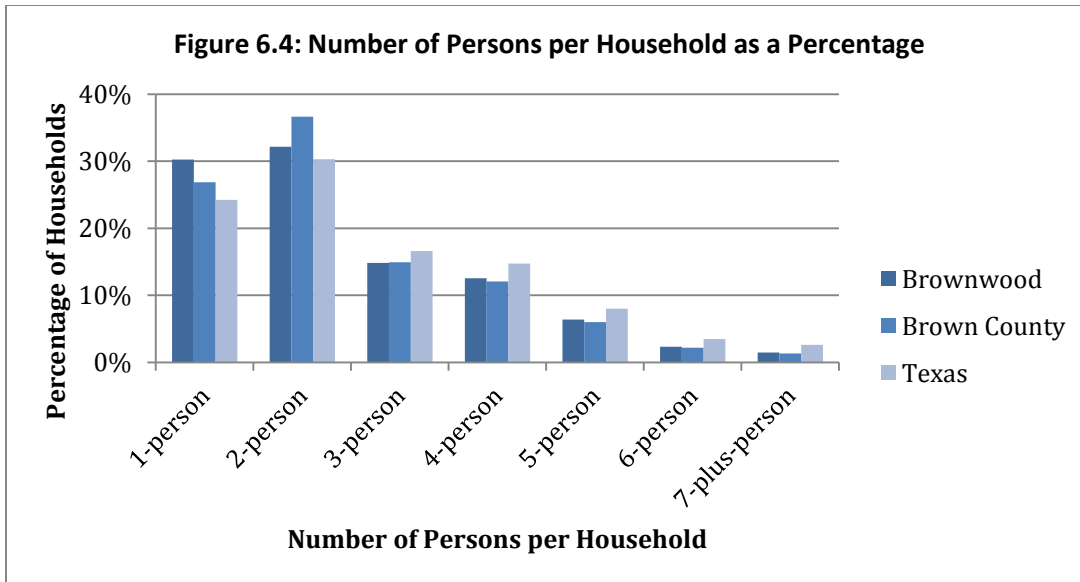


Source: US Census Bureau

In 2010, there were 7,369 households in Brownwood, with an average household size of 2.47 (see Figure 6.1). In comparison to the state and county, Brownwood's average household size is smaller than the Texas average (2.82) and equal to Brown county average (2.47). There has been insignificant change since 2000 (Figure 6.3).



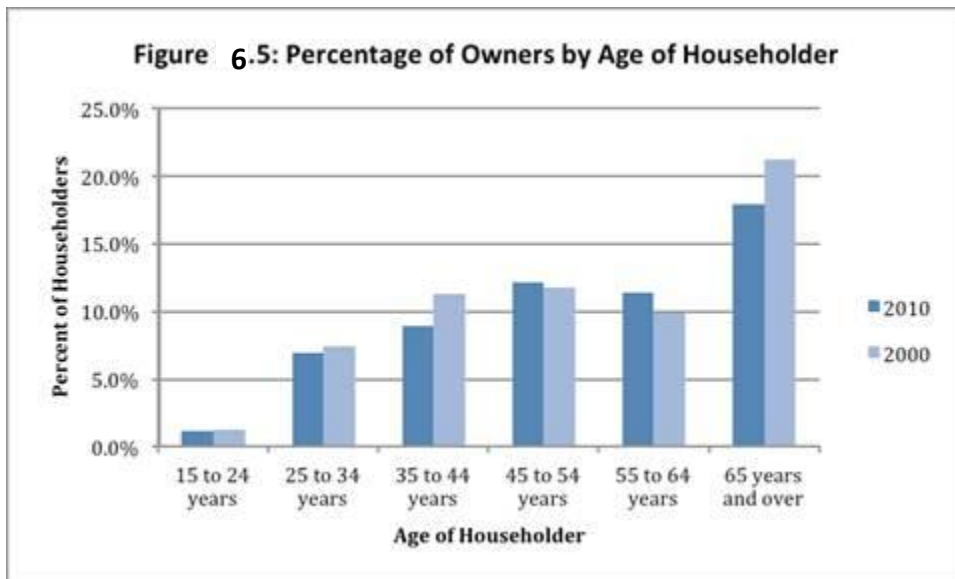
Source: US Census Bureau



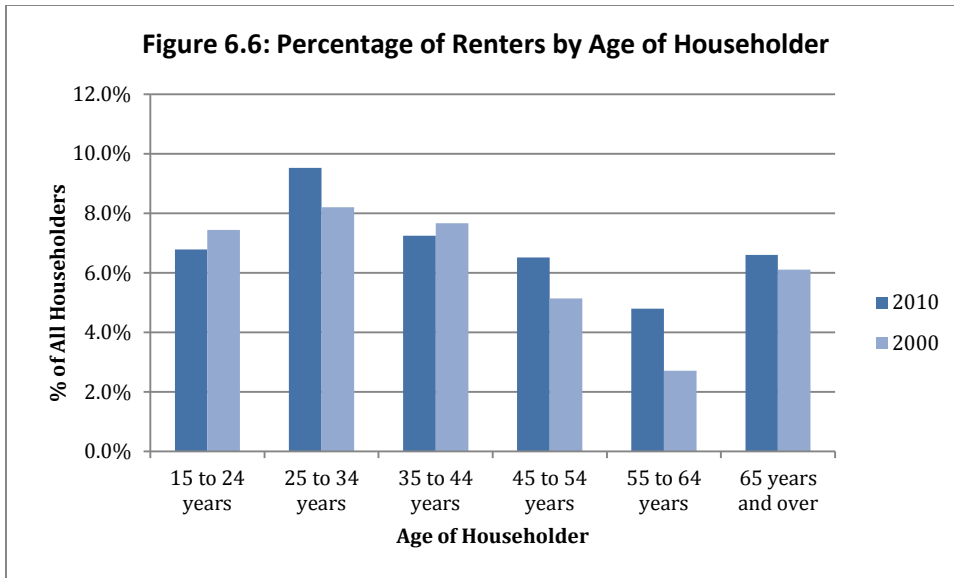
Source: US Census Bureau

According to Figure 6.5, in 2000 the majority of owner-occupied housing is headed by someone over the age of 65, with the next largest group between 35 and 54 years old. Statistics remained very similar ten years later, with an increase in 45 to 64 year old householders, which is expected with people remaining in the area and aging.

Renter-occupied housing has seen an increase in several age groups over the last ten years, including 25 to 34, 45 to 54, and 55 to 64 year old householders (Figure 6.5).

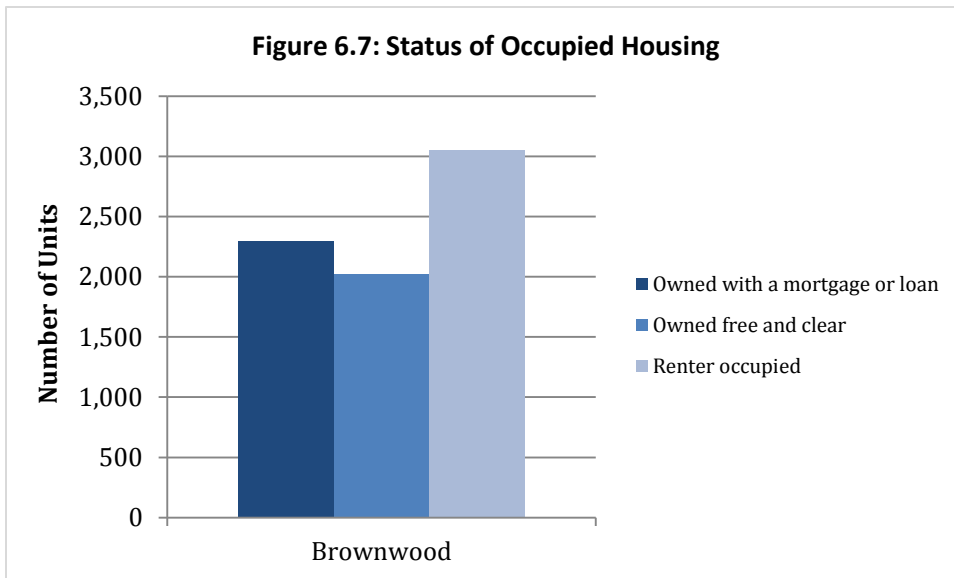


Source: US Census Bureau

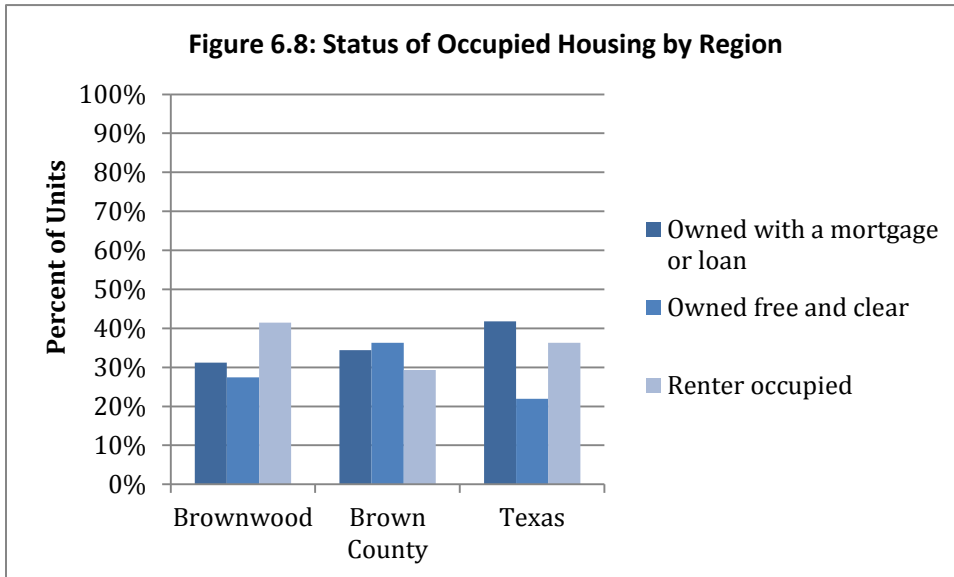


Source: US Census Bureau

Twenty-seven percent of households own their home outright, while 31% own their home with a mortgage, and 41% rent their living accommodations. In comparison, only 22% of Texans own a home outright; while 42% own their home with a mortgage or loan, and only 36% rent (see Figures 6.7 and 6.8).

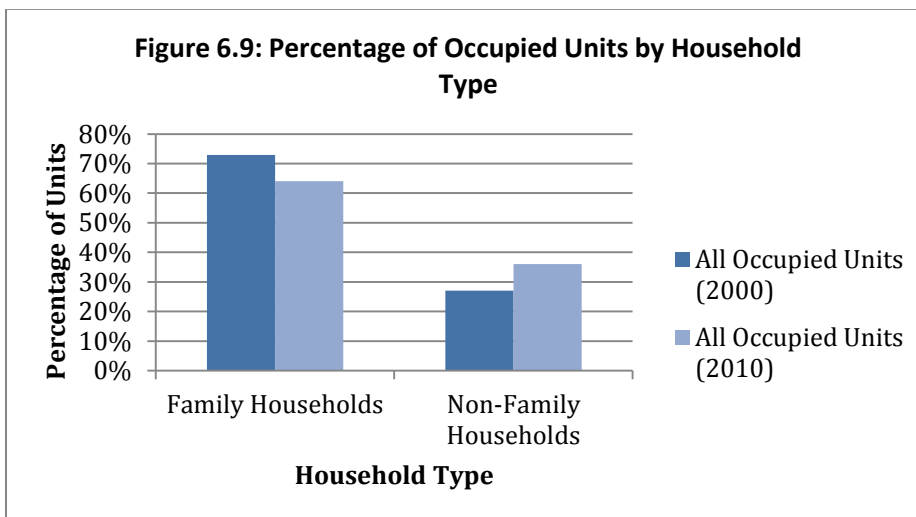


Source: US Census Bureau



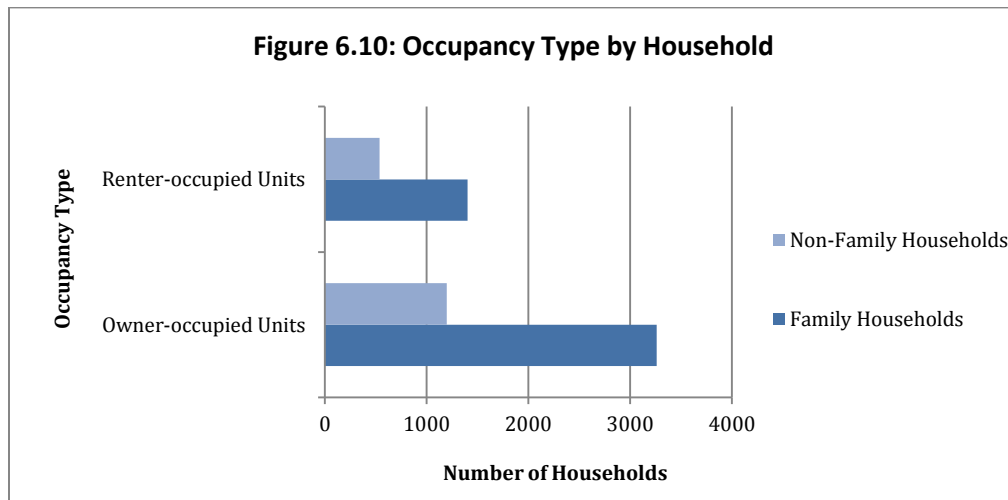
Source: US Census Bureau

Sixty-four percent of all occupied households are defined as “family households”, while 36% are defined as “non-family households”, compared to 73% family and 27% non-family households in 2000 (see Figure 6.9). This shows an increase in non-family households over the last ten years. “A non-family household consists of a householder living alone (a one-person household), or where the householder shares the home exclusively with people to whom he/she is not related” (U.S. Census).

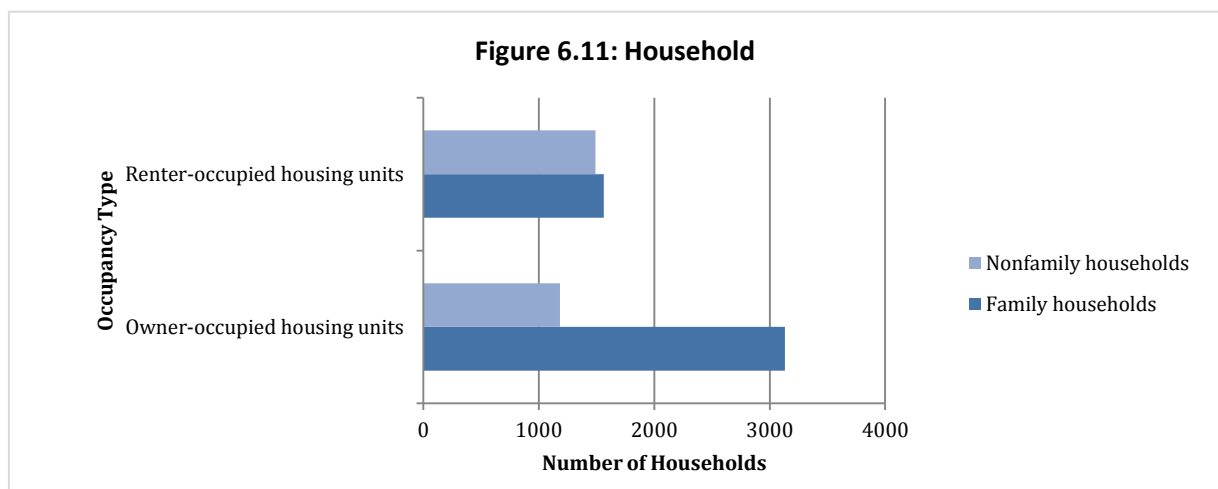


Source: US Census Bureau

Seventy-three percent of owner-occupied households are family households, while only 51% of renter occupied households are family households (see Figure 6.9). Over the last ten years there has not been much change in family households, rented (1,404 to 1,563) or owned (3,263 to 3,131), but there has been a significant increase in non-family households that are renting, a 64 percent increase (see Figures 6.10 and 6.11).

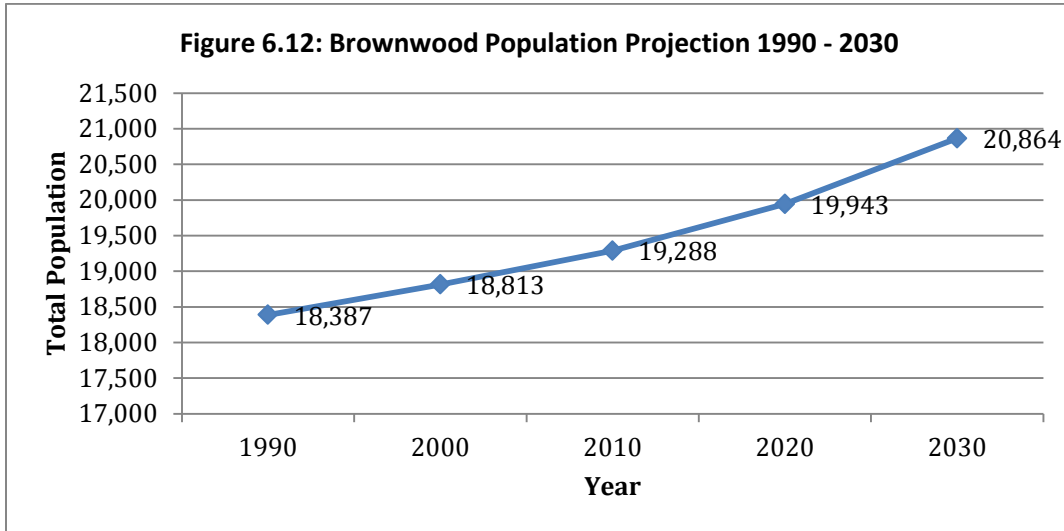


Source: US Census Bureau



Source: US Census Bureau

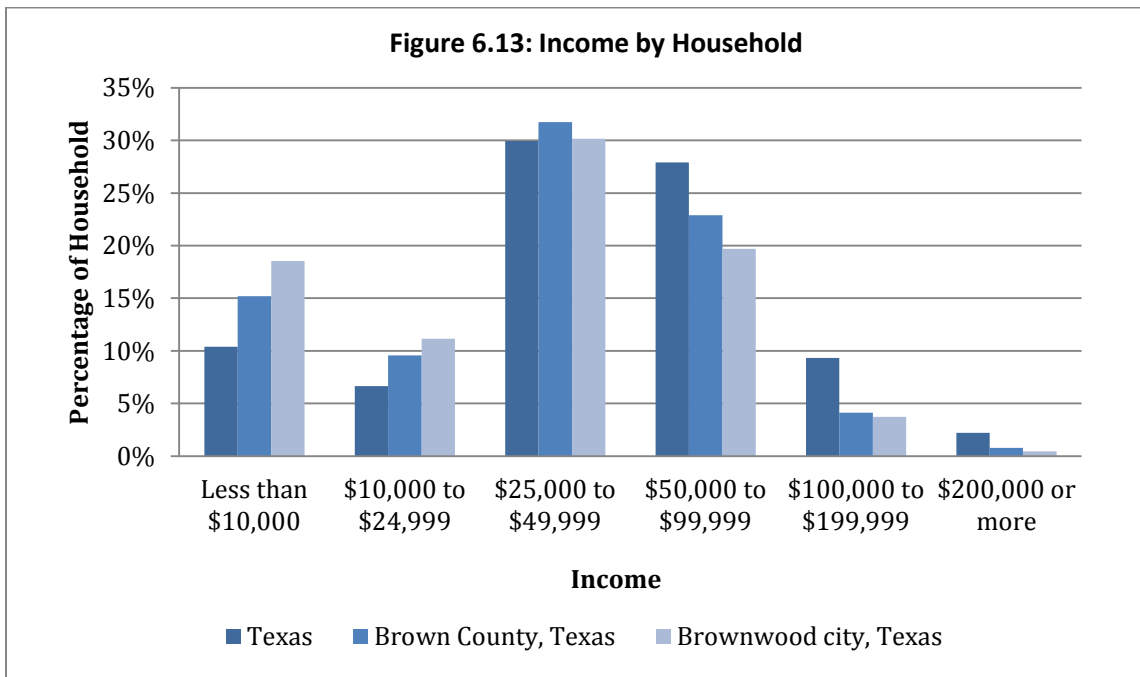
The population projection (Figure 6.12) shows that growth over the next 20 years hovers just under 10 percent, showing a slight need for increased housing. However, due to the number of vacancies, these existing homes could easily provide homes for the growing population.



Source: US Census Bureau

#### *Household Income*

Brownwood's median household income in 1999 was \$27,325, much lower than the Texas state level, which was \$39,927.

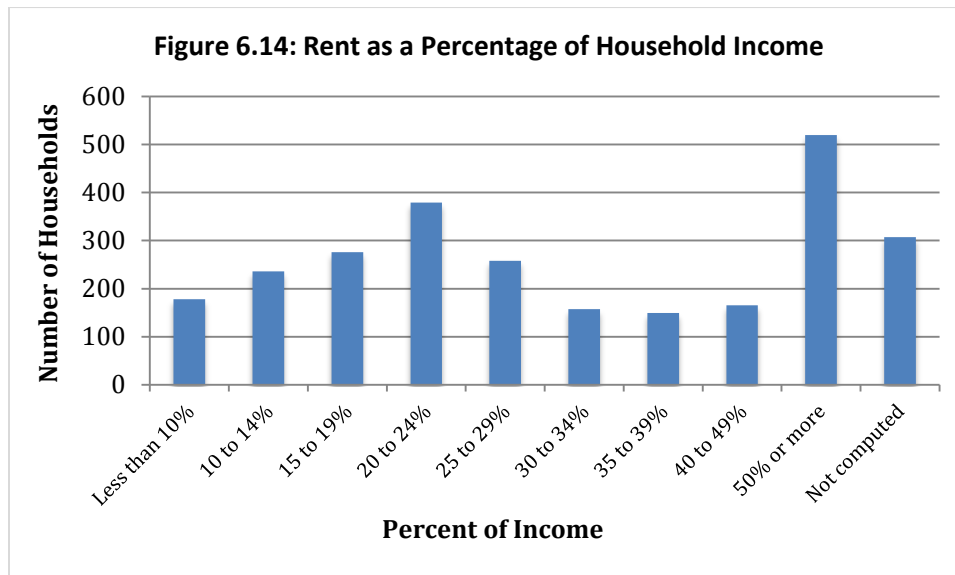


Source: US Census Bureau



In terms of family and individual income, there were 861 families below poverty level that accounted for 18% compared to the state level of 9%. There were 3,741 individuals below poverty level, which accounted for 21% compared to the national level of 11%.

Almost twenty percent of households in Brownwood spend 50% or more of their income on rent, well above the average of 6% (see Figure 6.14).



Source: US Census Bureau

We have analyzed the 1999 data. We have data showing the percentage of annual income people spend on rent. Each income bracket has 5 sub-brackets with the percent of income spent on rent. For example, within each income bracket, such as the \$35,000-\$49,999 income bracket, there are five sub-brackets showing the number of people who spend less than 20%, 20-24%, 25-29%, 30-34%, and more than 35% of their income on rent. Each income bracket also has the five sub-brackets. We calculated the amount per year that each group spends on rent. For example, in the \$35,000-\$49,999 income bracket, 57 respondents spend 20-24% of their income on rent, which equals \$7,000-\$11,999 per year. Next, we calculated the monthly amount of rent, which is more intuitive to work with. For example, the 57 respondents in the \$35,000-\$49,999 income bracket who spend 20-24% of their income on rent pay \$583-\$999 per month on rent.

Next, we calculated the percentage of respondents in each sub-bracket. For example, the 57 respondents with an income of \$35,000-\$49,999 per year and spend 20-24% of their income on rent represent 2% of the total respondents. Next, we calculated the number of housing units that group should have within the 10% growth in multi-family units that the city has in its goals. The 2010 census data does have the total number of dwelling units and total number of multi-family units. Reaching the 10% growth in multi-family units would require adding 150 units. Therefore, 2% of the respondents would require 3 units in the \$583-999 price range.

The income brackets and their sub-brackets makes for a cascading bracket situation by which in the \$583-999 price range, we not only need 3 units for the 20-24% of income sub-bracket of the people who earn \$35,000-\$49,999 per year, but we also need 2 units for the 39 respondents (1% of total respondents) in the \$20,000-\$34,999 income bracket who spend 30-34% of their income on rent, and so on for the same amount spent on rent coming from several different income sub-brackets. We then tallied the different numbers of units in each sub-bracket to arrive at a final count of units per price range, which you can see in Table 6.1.

Due to many respondents having a “not computed” figure in the income sub-brackets, the total number of units in our analysis does not add up to 150. We therefore used our best professional judgment to adjust the units in each price range. We removed the one unit each in the two highest brackets, since we feel that Brownwood has no tenant who would need the kind of multi-family dwelling that costs more than \$900 per month, and that an \$800-\$899 apartment would be large and fancy enough in the Brownwood market, and so would a rented house at or below \$900 per month. There are many low-income residents in Brownwood who rent their housing, so the number of units in the lowest price ranges was increased. We are not sure what \$199 of rent per month would buy, but this shows the need for low-income, multi-family housing. A possible configuration might be a public, adult dormitory or boarding house type option, where each tenant lives in one room, and shares kitchen, laundry, and possibly bathroom facilities in a common area. This may provide a solution to sub-standard, shared housing accommodations low-income residents currently occupy. We spoke with Priscilla Munson, president of the Brownwood Board of Realtors and professor of real estate at Howard Payne University. Ms. Munson confirms that Brownwood does not need more single-family housing, but has high demand and low supply of decent low-cost rental units.

Table 6.1: Number of Multi-Family Housing Units Needed per Price Range within the desired 10% Increase

Price Range (rent \$ per month)	Number of Apartments Needed Based on 10% Increase	Adjusted Number of Apartments needed based on 10% Increase
Under \$200	9	15
\$200-299	14	25
\$300-399	44	50
\$400-499	22	22
\$500-599	18	20
\$600-699	8	8
\$700-799	5	5
\$800-899	3	5
\$900-999	1	0
Over \$1,000	4	0
<b>TOTAL</b>	<b>128</b>	<b>150</b>

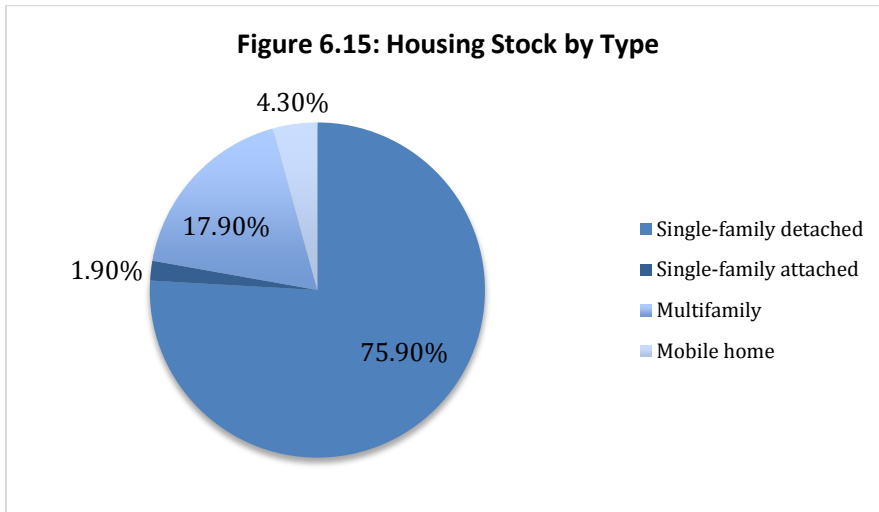
Table 6.2: 2005-2009 American Community Survey Data on Price Ranges of Occupied Rental Housing Units:

Occupied units paying rent	2711	percentage of housing units in each price range	number of units out of the 150 unit increase
less than \$200	201	7.40%	11
\$200 to \$299	247	9.10%	14
\$300 to \$499	551	20.30%	30
\$500 to \$749	1,140	42.10%	63
\$750 to \$999	358	13.20%	20
\$1,000 to \$1499	88	3.20%	5
\$1,500 or more	126	4.60%	7
	Median \$580		

Source: 2005-2009 American Community Survey

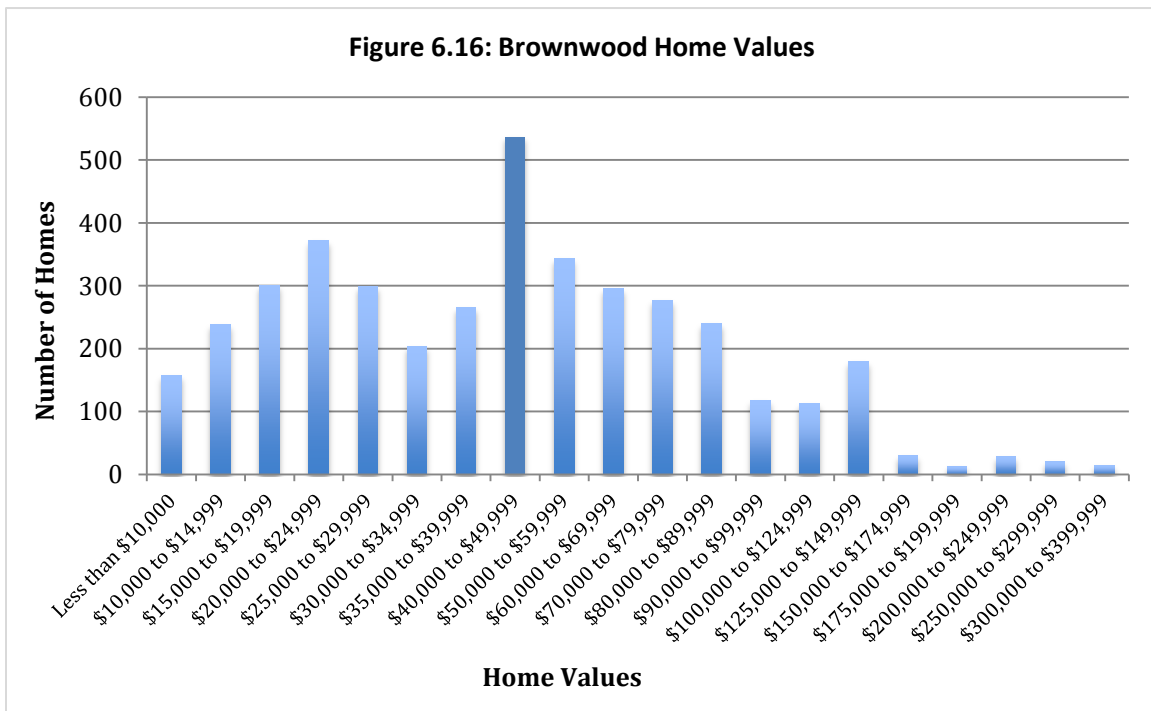
This data shows a need for rental housing in price ranges higher than the analysis for the 1999 data.

According to Figure 6.15, the majority of housing in 1999 was single-family detached housing, accounting for 75.9% of total housing. The next largest housing consists of multi-family housing at almost 18%.



Source: US Census Bureau

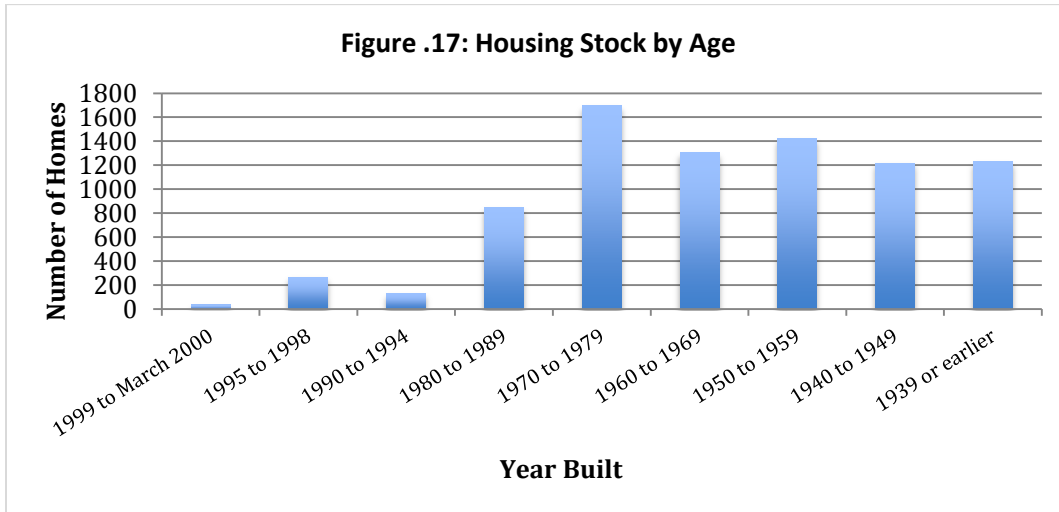
### Housing Value



Source: US Census Bureau

### *Age of Units*

According to Figure 6.17, nearly all of the housing was built before 1980 and the majority was built before 1960, which means it is likely that these houses are in need of renovation.



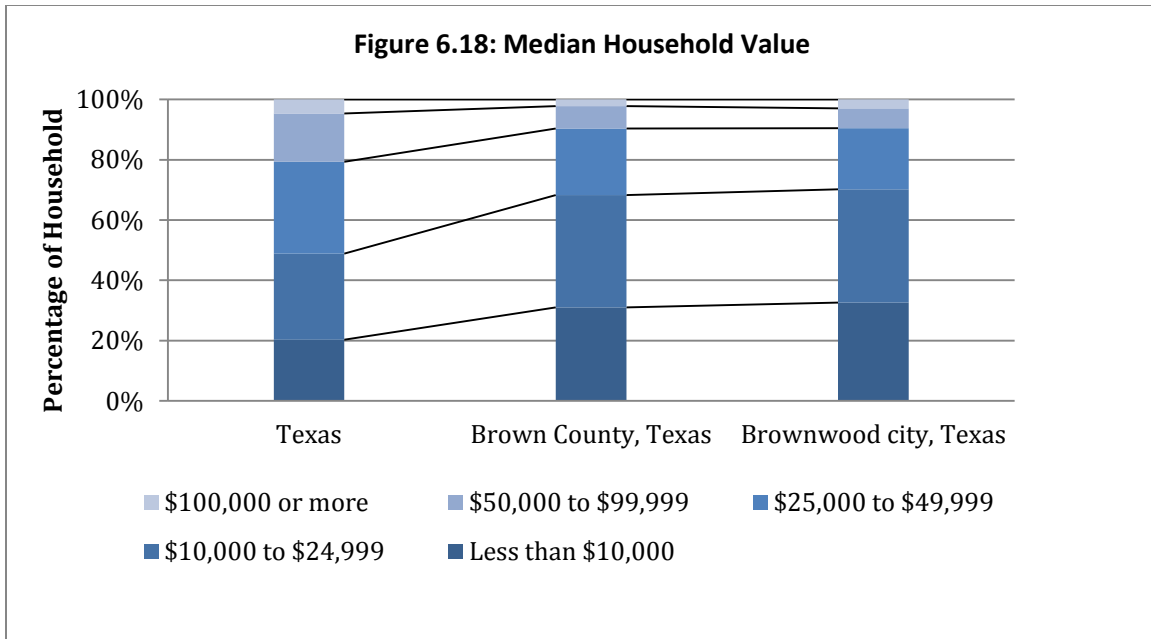
Source: US Census Bureau

### *Median Household Value*

According to Figure 6.18, which represents the median household value in 1999 of Brownwood, Brown County and Texas, Brownwood has lower household value than the state average.

Estimated median house/condo value in 2008 was \$74,646 (lower than the state level of \$126,799). Average real estate property taxes paid for housing units in 2008 was \$611, much lower than the Texas state level of \$1,393. Low property values and/or low top rates may result in a low tax base.



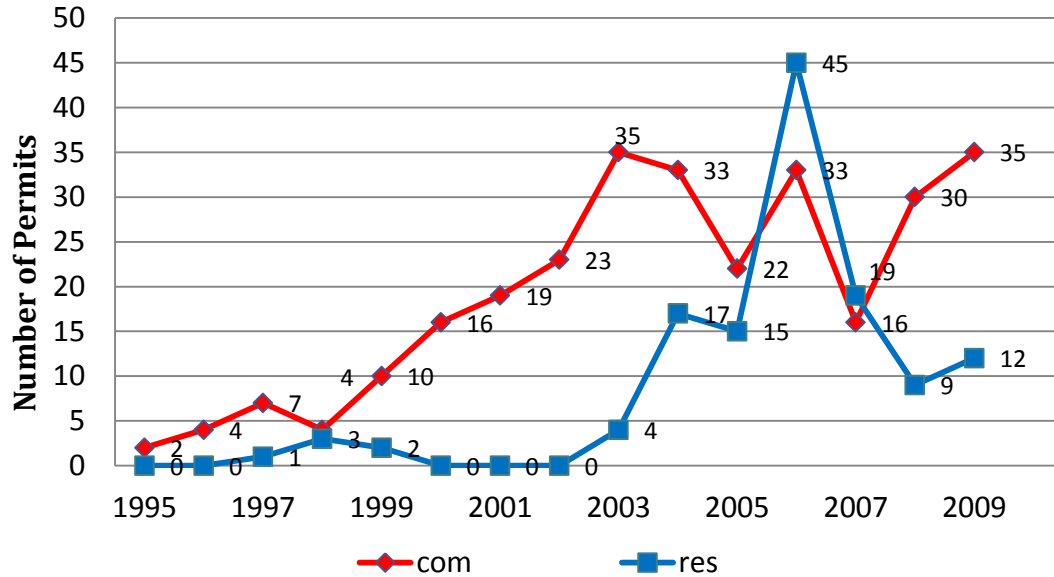


Source: US Census Bureau

### *Building Permits Issued*

Residential permits issued reached a high of 45 in 2006, and then decreased again. Commercial building permits issued increased most dramatically between 2002 and 2003 (23-35), and 2007 and 2009 (16-35) (Refer to Figure 12). Consistently more commercial building permits have been issued than residential, except in 2006 and 2007. This is very unusual, and is a positive sign for the city's economic health; however, only 286 new homes were added to the housing stock between 1999 and 2010. Due to this information, it is fair to say that growth in construction and population has been stagnant over the last 20 years.

**Figure 6.19: Building Permits Issued from 1995 to 2009**



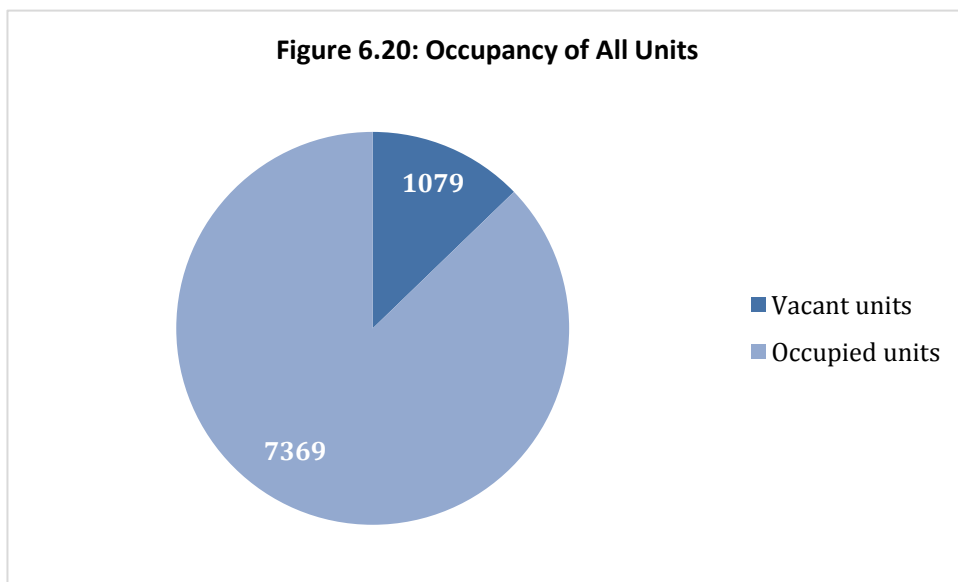
Source: US Census Bureau

## Vacancy and Neighborhood Conditions

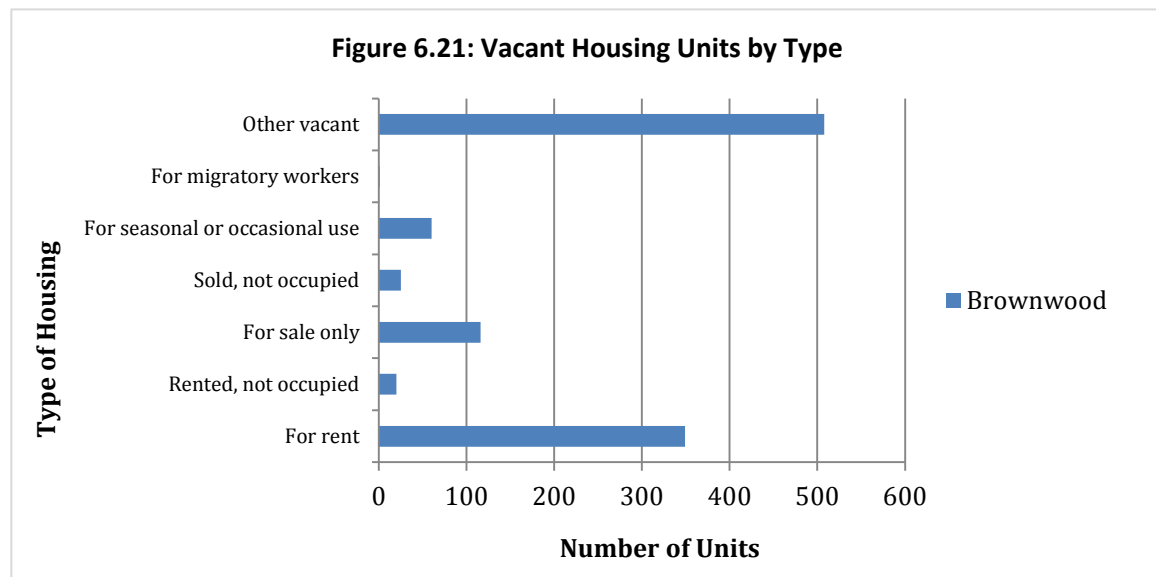
### *Vacancy Rate by Type*

Approximately 13% of all housing in Brownwood is vacant (see Figure 13). Of this vacant housing, the majority of it is either vacant for unknown reasons, or is currently on the market for rent (see Figure 14).

**Figure 6.20: Occupancy of All Units**



Source: US Census Bureau



Source: US Census Bureau

#### Comparable Cities

Table 6.3 (below) shows several cities of similar size and their demographics. Based on these, Brownwood is above average in vacancy and above the state average (10.6%) as well. This should be considered when addressing the goals of producing new housing.

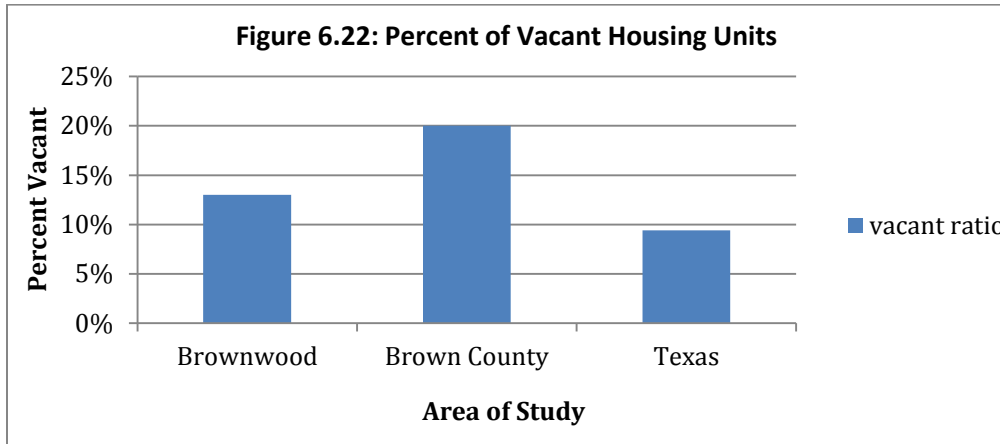
Table 6.3: Comparable Cities Demographics

City	Population	Total Housing	Vacant Housing	% Vacant
Angleton, TX	18,862	7,621	698	9.2%
Ennis, TX	18,513	6,641	450	6.8%
Nederland, TX	17,547	7,689	567	7.4%
Brownwood, TX	19,288	8,448	1,079	12.8%

Source: US Census Bureau

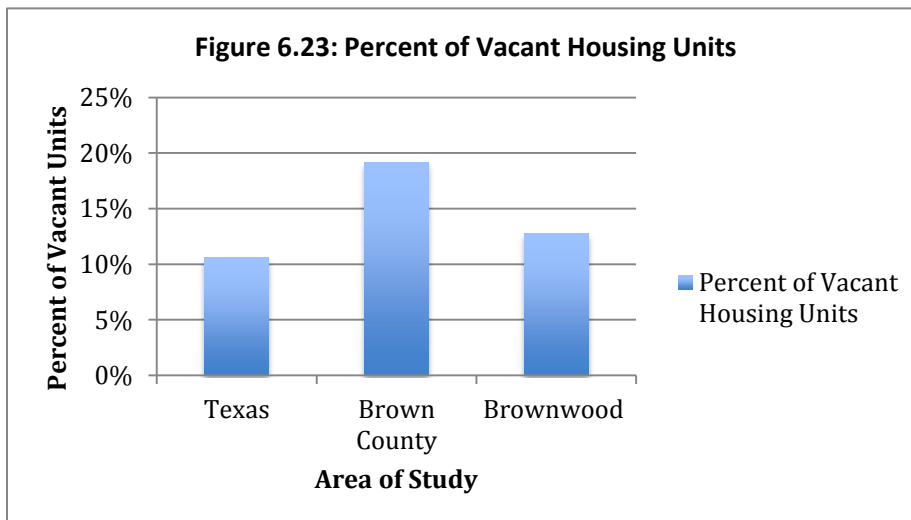
### *Vacant Housing Units across Regions*

Of the total 7,110 households in 2000, 1,059 were vacant—a rate of 13%. This was much higher than Texas state level of 9% but lower the Brown County level of 20%.



Source: US Census Bureau

In 2010 Brownwood had 1,079 vacant units out of 8,448 total housing units. This shows an increase of 20 vacant units, which while not a large increase over 10 years, does show a consistent level of vacancy (13% in both figures). Brown County's vacancy rate has decreased over the last 10 years, while Texas as a whole has increased from 9 percent to 10.6 percent.

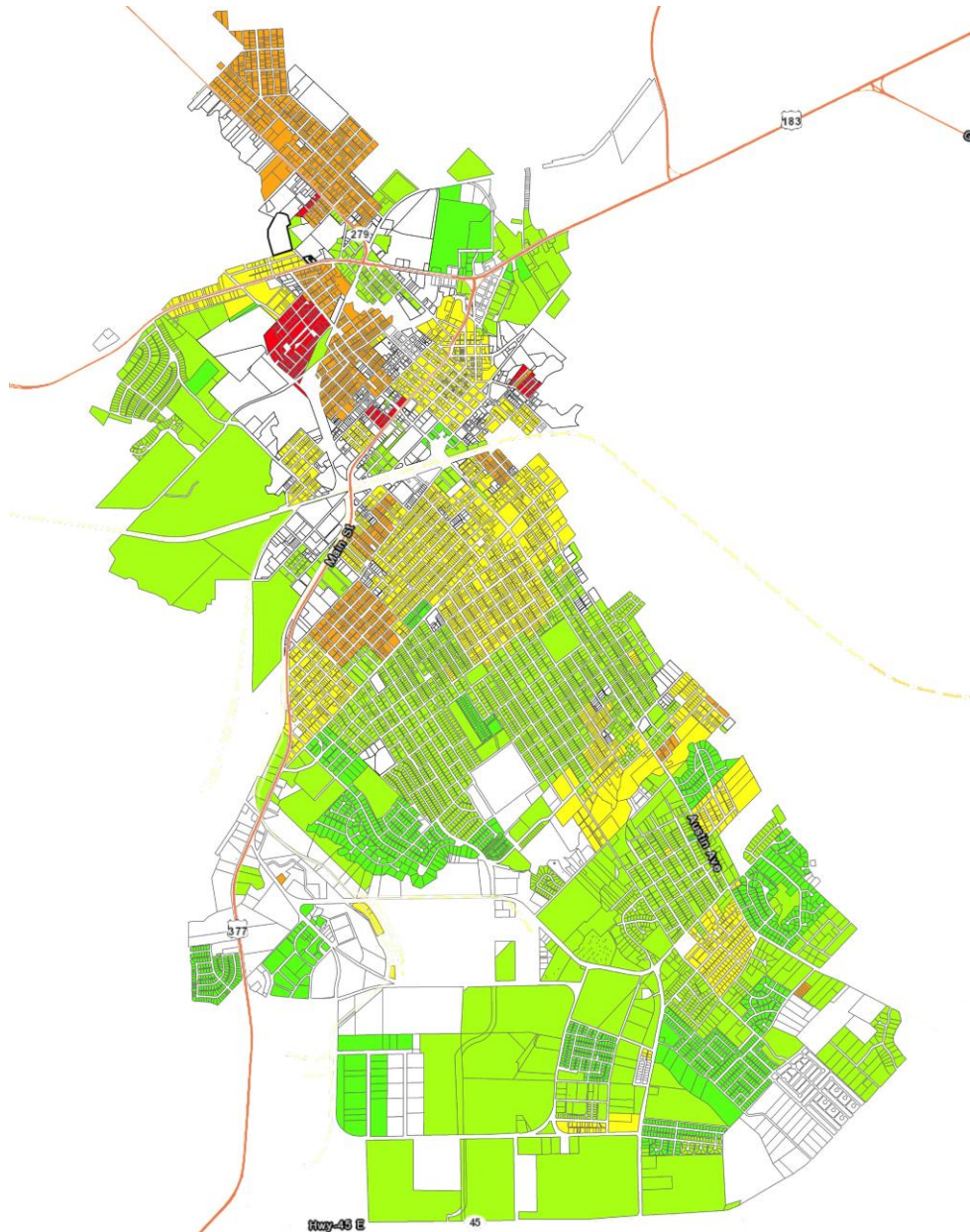


Source: US Census Bureau

### *Neighborhood Conditions*

The map below (Figure 6.24) shows the overall neighborhood condition of Brownwood. Green indicates excellent condition, while red shows areas in need of repair. The areas in need of repair tend to be concentrated around downtown and the north of Brownwood.

Figure 6.24: Overall Neighborhood Condition of Brownwood



## SWOCA Analysis

<b>Strengths</b> <ul style="list-style-type: none"><li>• Affordable housing stock</li><li>• Cheap land</li></ul>	<b>Opportunities</b> <ul style="list-style-type: none"><li>• Major highways nearby</li><li>• Howard Payne University provides potential renters</li><li>• Downtown provides buildings; has historic significance</li></ul>
<b>Weaknesses</b> <ul style="list-style-type: none"><li>• Older homeowner population</li><li>• High vacancy rate (13%)</li><li>• Most housing built before 1980</li></ul>	<b>Challenges</b> <ul style="list-style-type: none"><li>• Prone to flooding</li><li>• Lack of infrastructure in residential areas</li></ul>

## Goals & Objectives

Goal 1: Grow Brownwood's housing stock in a manner that reflects developing housing needs.

Objective 1.1: Achieve 10% growth in multi-family housing developments, including some developments with non-income restricted units.

Policy 1.1.1: Offer tax exemptions for new multi-family construction.

Policy 1.1.2: Use vacant housing downtown for mixed-use rental development

Objective 1.2: Achieve 10% growth in the development of modern and affordable single-family residences.

Policy 1.2.1: Finish the Southampton subdivision.

Policy 1.2.2: Seek grant assistance for affordable housing, senior citizen housing units, and homeowner assistance for housing rehabilitation.

Goal 2: Maintain, revitalize and rehabilitate existing neighborhoods.

Objective 2.1: Improve infrastructure such as street lighting, drainage, and sidewalks.

Objective 2.2: Expedite the permit process for updating and improving homes.

Objective 2.3: Tend to vacant properties.

Policy 2.3.1: Expand citywide cleanup and partnership with Keep Brownwood Beautiful to include quarterly cleanup with a focus on vacant lots.

Policy 2.3.2: Consider clearing vacant, city-owned properties to create local gardens, open space, or new development that must adhere to new upkeep standards.

Policy 2.3.3: Foreclose on tax delinquent properties.

## **Future Requirements and Recommendations**

Brownwood needs affordable, clean housing for the middle-income families that the city hopes to attract. A variety of multi-family and single-family housing will be attractive for a variety of households both existing in Brownwood and moving into the city.

Though contact with realtors has indicated that new single-family housing is not needed, if it is still deemed desirable by the city we suggest working with developers to complete the Southampton subdivision. This will provide centrally located, new construction, single-family housing.

Contact with local realtors has indicated that an adequate supply of single-family houses exists already, and that a focus needs to be placed on renovating existing housing to create quality rental units. A need was also expressed for quality, non-subsidized multifamily apartment housing. It is worthwhile to consider this input.

Due to the many vacancies in downtown, we believe it is worthwhile to consider multifamily options in this area. There has already been some success with renovating downtown spaces into lofts, and this may provide a model for future developments of units in a wide price range, from low-income to high-end.

For those vacant properties that cannot be sold as is, the city can clear these lots and develop them into gardens or open space. They also have the option to sell these newly cleared spaces to new owners, who should adhere to a code for keeping the property neat and tidy, with penalties for delay of building.

## **Funding**

In order to help the financial burden of new or renovated construction, the city might consider expanding on an already existing high school or promoting new programs where students participate in clearing lots, building and repairing homes, and more. Reece Blincoe, superintendent for the Brownwood ISD already has a success story from the PASS high school vocational program that is improving current housing in Brownwood. The Brazos Valley Affordable Housing Corporation in Bryan, Texas can also provide an excellent model for this type of program. Students at local high school and trade schools build frames for pier and beam homes, which are then moved on to the final site to be finished out by a construction company.

In order to encourage the Southampton subdivision, or multi-family construction/renovation in Downtown, the city should partner with the developer(s) to allow for the fast tracking of permits, as well as provide funding assistance in the form of city-backed loans. Tax exemptions or abatements might be used to encourage the infill of vacant properties both downtown and around the city.



# 1-7 Transportation



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## **1-7 Transportation**

### **Purpose/Overview**

An efficient transportation system is a key component in the development of a community-whether residential, central business districts, industrial complexes, or commercial centers. Moreover, a viable transportation system can add value to the character of a community by promoting safety, orderly growth, economic growth, and environmental sensitivity. Further consideration needs to be given to ensure that an adequate transportation system is achievable for the future in the City of Brownwood. Alternative transportation modes are needed to increase the efficiency of the current system.

The Transportation chapter of the comprehensive plan will concentrate on both the current status and future proposals for improvements to the transportation system. In order to fairly and comprehensively address the current conditions of transportation in Brownwood, this section is organized into the following subsections as follows: Growth and Demographics, Existing Conditions, Inventory, Planning Considerations, Goals and Objectives, Funding, and Future Requirements and Recommendations.

### **Demographic Data for Transportation**

#### *Journey-to-Work Trips*

Because the 2010 U.S. Census currently does not have updated commuting data available, data are estimated using various projection methods. The data used in this section is based on the 2005-2009 American Community Survey.

The 2005-2009 American Community Survey estimated journey-to-work trips made within, from, and out of the City of Brownwood. Table 7.1: Summary of Journey-to-Work Trips in Brownwood (2009) shows that 75% of those living in Brownwood work within the city limits, while the remaining 25% work outside of the city.

Table 7.1: Summary of Journey-to-Work Trips in Brownwood (2009)

Type of Work Trips	# of People	% of Workforce
Live and Work in Brownwood	5,665	74.77%
Live in Brownwood, but work outside of the city	1,912	25.23%
Live outside of Brown County, but work in Brownwood	0	0.00%

Source: 2005-2009 American Community Survey

Table 7.2 contains a summary of the journey-to-work trips made within, from, and to Brown County in 2000. In 2000, 1,058 (~7%) of working Brown County residents traveled to work in other counties in Texas. Additionally, 88% of the Brown County workforce were residents of the county while 12% were residents of other counties.

Table 7.2: Summary of Journey-to-Work Trips in Brown County, 2000

Type of Work Trip	Number of People	Percent of Brown County Workforce
Live and Work in Brown County	14,135	88%
Live Local, Work Out-of-Brown County	1,058	*
Live Out-of-County, Work in Brown County	1,846	12%

Source: 2000 U.S. Census Bureau

\*Depends on receiving county

2000 Census data show that most of the cross-county commuting trips are located in counties closer to Brown County. Major cities like Dallas and Fort Worth in the north and Austin in the south attract a relatively high proportion of cross-county commuting trips (Figure 7.1). Figure 7.2 shows that Brown County's outside-of-county workforce is primarily from counties that are close to Brown County.

Figure 7.1: Journey-to-Work Trips in Brown County (2000)

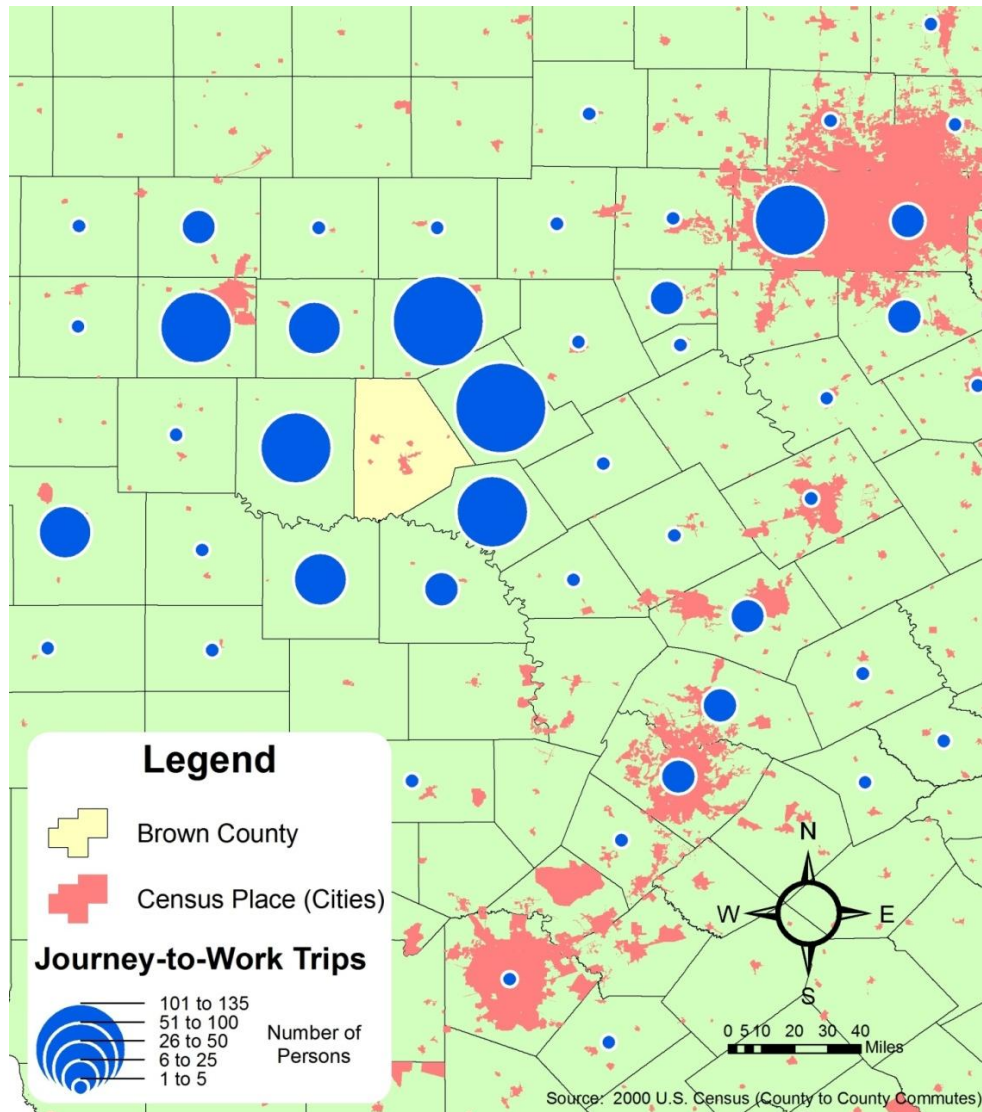
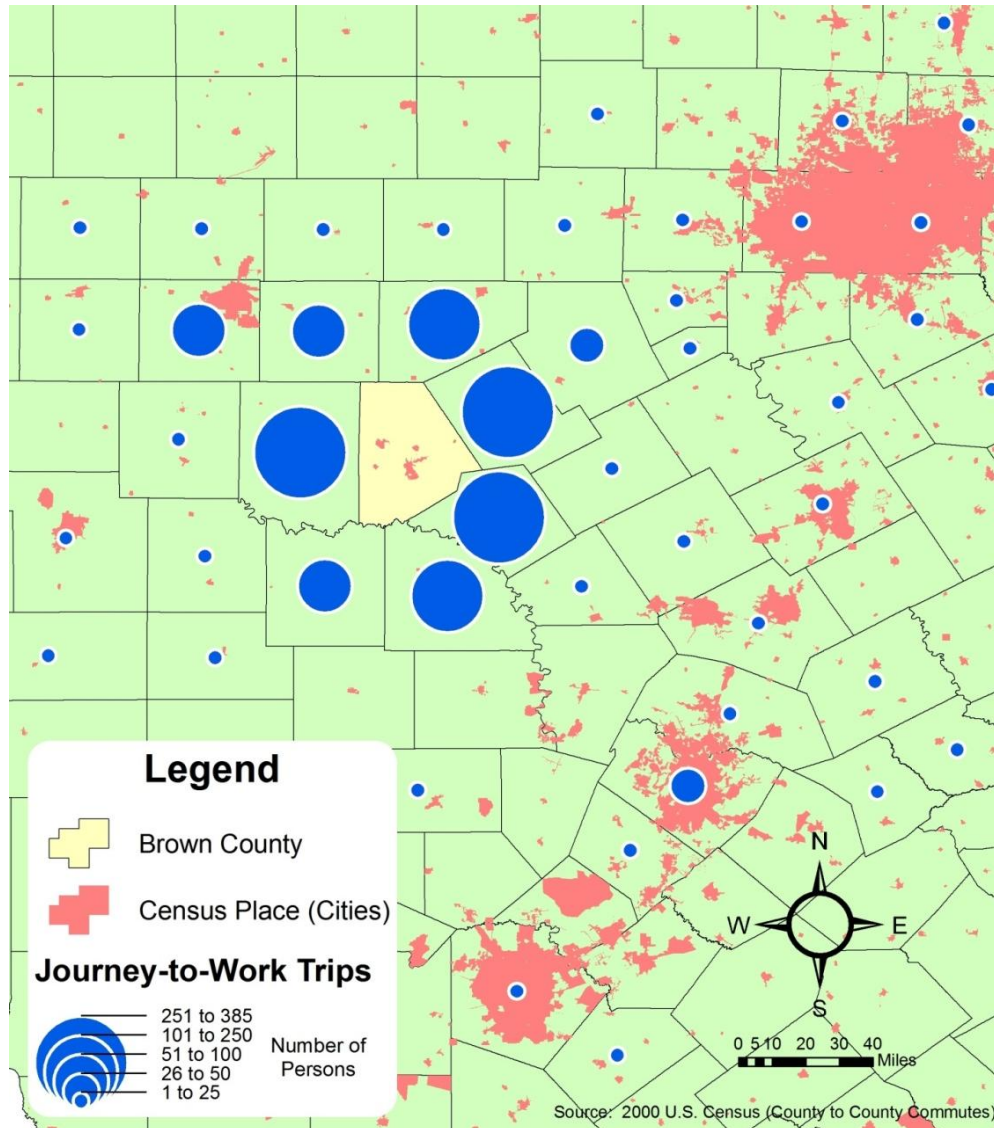




Figure 7.2: Residents from Surrounding Counties that Work in Brown County (2000)



#### Mode Choice to Work

Table 7.3: Transportation Modes in Brownwood (2009) below shows that driving is the major mode of commuting within the city—82.1% of the trips are done by car in the city and as little as 8% of all trips rely on other modes. Data below illustrate that Census Tract 1200 relies most heavily on alternative transportation modes and Census Tract 0900 is the most auto dependent.

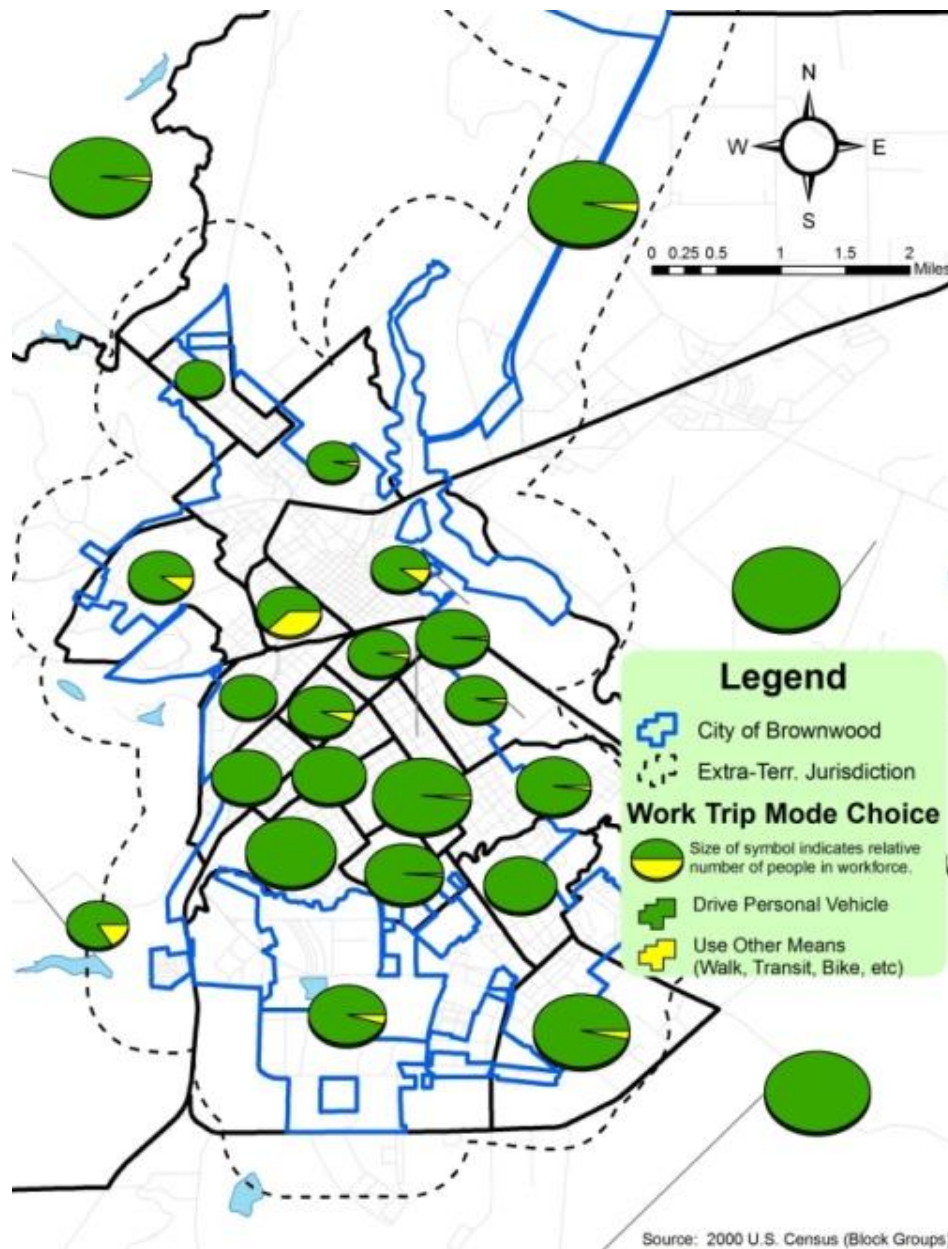
Table 7.3: Transportation Modes in Brownwood (2009)

Census Tract	Total (Estimate)	Car, Truck, or Van (Estimate)	Percentage Using Car, Truck, or Van	Other Means (Estimate)	Percentage Using Other Means (Estimate)
0600	678	637	93.95%	41	6.05%
0700	216	148	68.52%	68	31.48%
0800	1296	1198	92.44%	98	7.56%
0900	2166	2082	96.12%	84	3.88%
1000	840	805	95.83%	35	4.17%
1100	1946	1750	89.93%	196	10.07%
1200	58	29	50.00%	29	50.00%
1300	377	361	95.76%	16	4.24%
Total	7010	7010	100.00%	567	8.09%

Source: 2005-2009 American Community Survey

2000 Census data show that neighborhoods in northern Brownwood have the highest percentage of alternative transportation mode use. Here, residents travel to work using other means, such as walking and biking.

Figure 7.3: Mode Choice to Work, 2000 Census Block Group



#### *Travel Time to Work*

The majority of commuting trips in Brownwood (70.5%) can be made within 15 minutes. Table 7.4: Work Trip Travel Times in Brownwood (2009) show that Census Tract 0900 has the highest percentage of work trips less than 15 minutes, with 82.36%. Census Tract 1100 has the highest percentage of work trips more than 45 minutes, with 5.96%.



Table 7.4: Work Trip Travel Times in Brownwood (2009)

Census Tract	1-15 min. Estimate	% Of 1-15 min. Trips	16-29 min. Estimate	% Of 16-29 min. Trips	30-44 min. Estimate	% Of 30-44 min. Trips	45+ min. Estimate	% Of 45+ min. Trips
0600	420	61.95%	237	34.96%	11	1.62%	10	1.47%
0700	158	73.15%	50	23.15%	8	3.70%	0	0.00%
0800	822	63.43%	266	20.52%	153	11.81%	55	4.24%
0900	1746	82.36%	245	11.56%	74	3.49%	55	2.59%
1000	620	74.52%	154	18.51%	29	3.49%	29	3.49%
1100	1148	59.98%	600	31.35%	52	2.72%	114	5.96%
1200	58	100.00%	0	0.00%	0	0.00%	0	0.00%
1300	298	82.55%	24	6.65%	26	7.20%	13	3.60%
Total	5270	70.50%	1576	21.08%	353	4.72%	276	3.69%

Source: 2005-2009 American Community Survey

2000 Census data show that travel-to-work times in Brownwood are generally low. Most residents spend 15 minutes or less traveling to work. Understandably, travel times to work are generally longer for census block groups located further from Brownwood.

Figure 7.4: Travel Time to Work, 2000 Census Block Groups

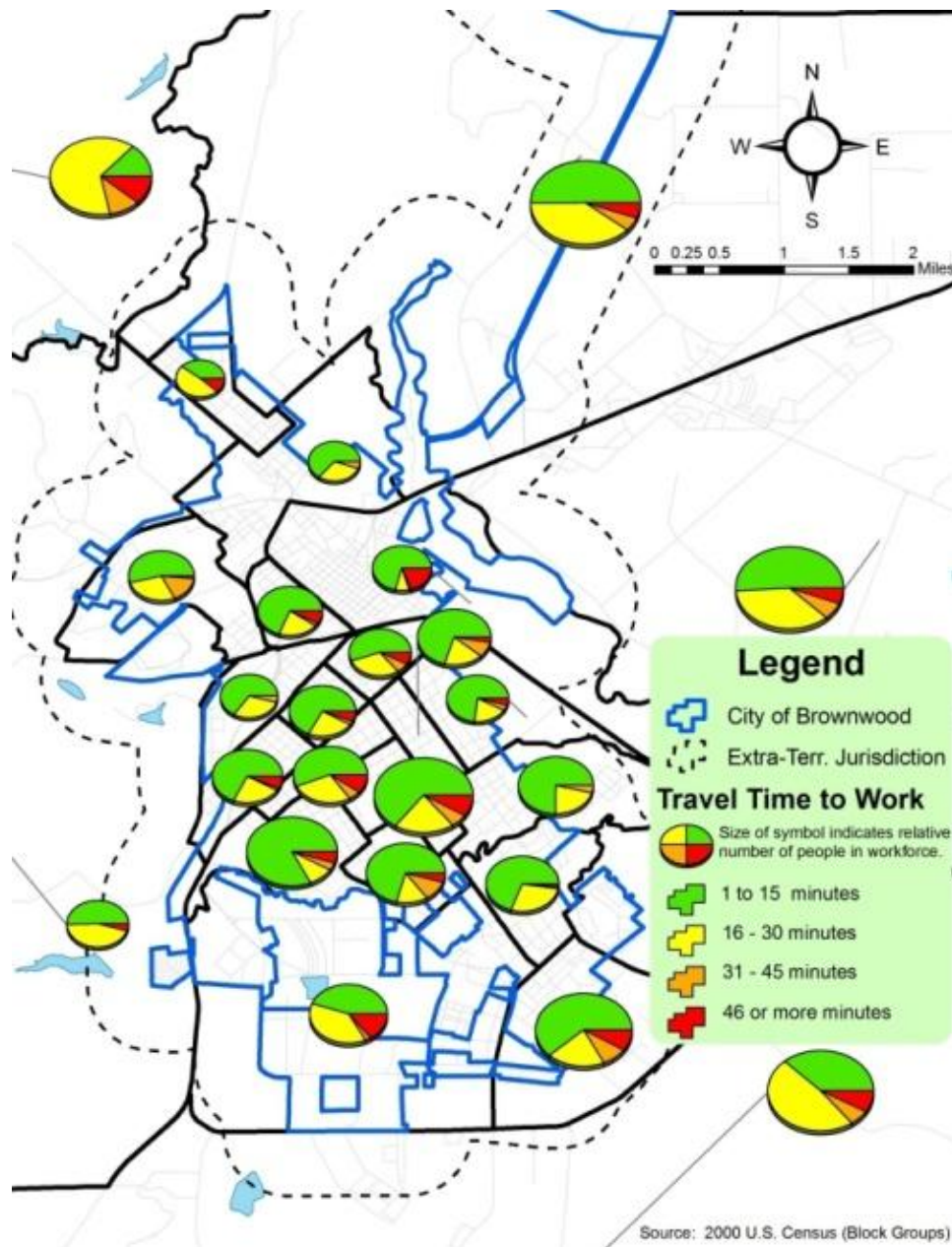


Figure 7.5: Population in Poverty, 2000 Census Block Groups

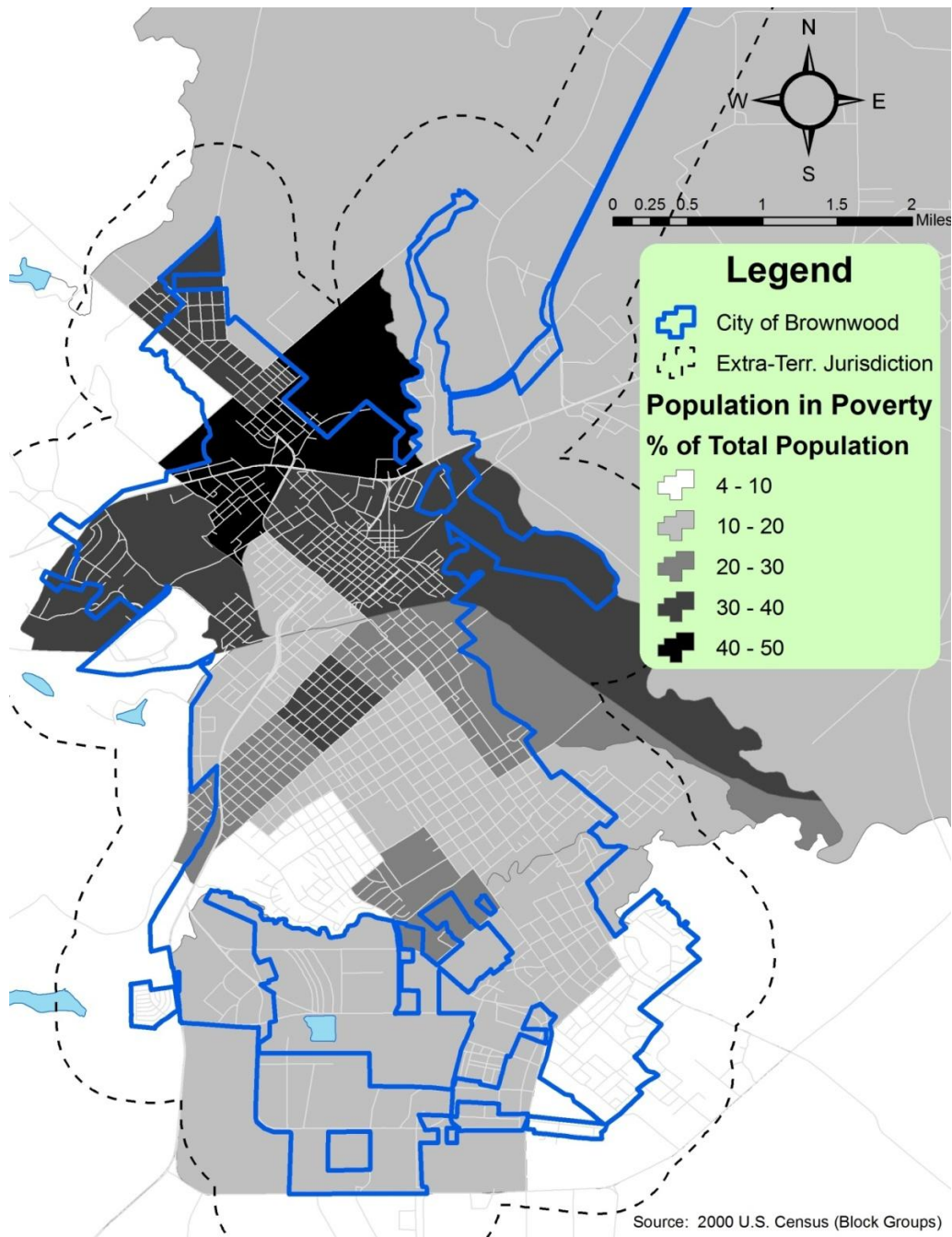
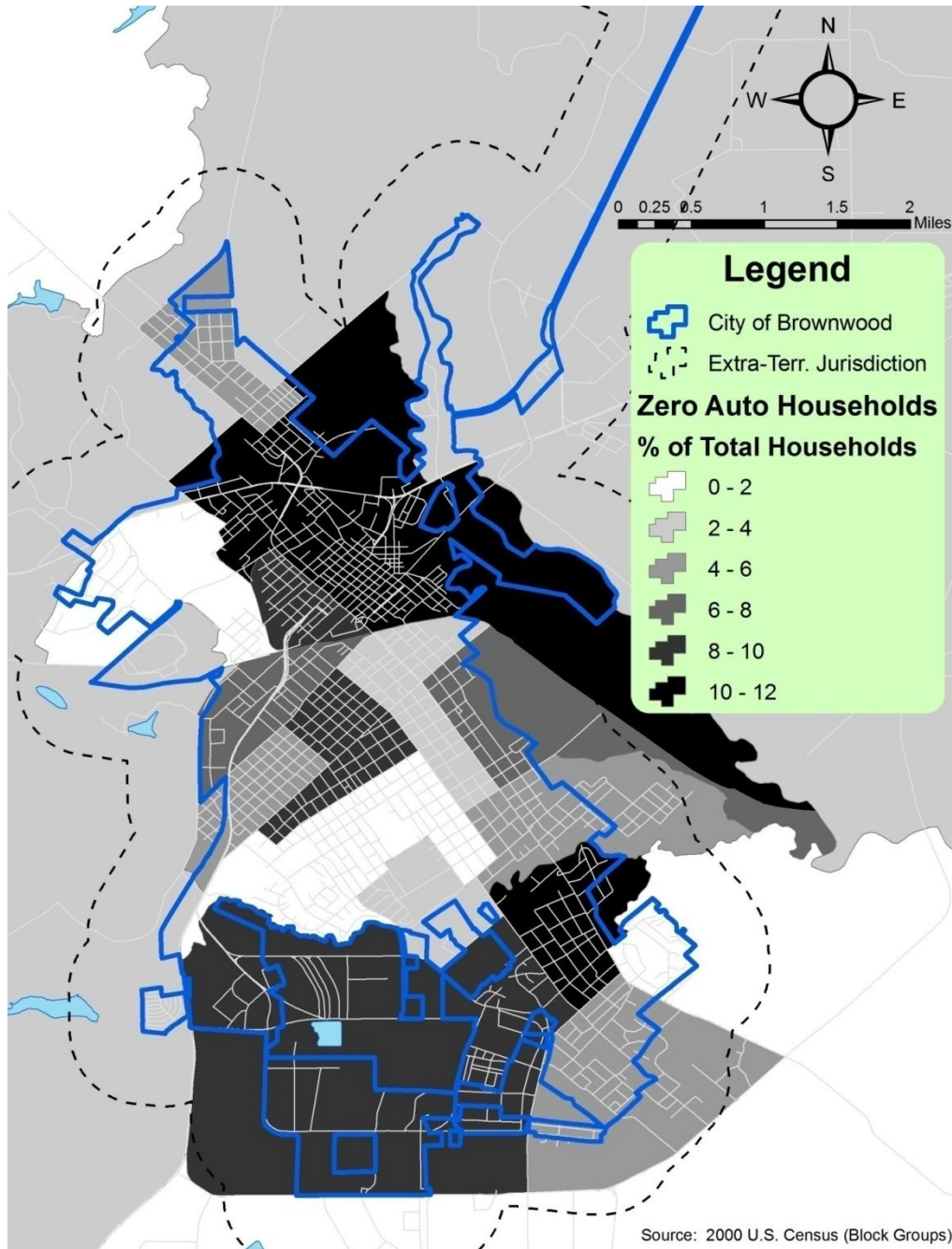


Figure 7.6: Zero Auto Households, 2000 Census Block Groups



The population in poverty is important to transportation planning due to the fact that this group of the population is more likely to have limited access to transportation. When comparing the Population in Poverty map (Figure 7.5) with the Zero Auto Households map (Figure 7.6), it is evident that there is a correlation between the two factors. By locating these zero auto and in-poverty populations, the city can better plan future transit routes to coordinate with transit dependents.

### *Planning Considerations*

Based on 2000 Census data, the projected population in 2030 is 21,000. This indicates a slow but steady growth in population over the next twenty years. To accommodate this growth, transportation needs in Brownwood should be considered.

Transportation significantly impacts other aspects of planning, particularly land use. For example, a six-lane road with high traffic volumes tends to attract big box retail rather than mixed-use commercial developments. A grid pattern street network is more appropriate for downtown development, while cul-de-sacs are associated with suburban development. In Brownwood, land use is separated. The majority of the central area is residential, the downtown area has a combination of uses, new commercial and retail is located towards the north, and the southern area is occupied by industrial uses.

### *Coordination with Other Entities*

The Texas Department of Transportation, Central Texas Rural Transit District, Brown County, and the City of Early all have influence on transportation planning in the City of Brownwood. Coordination with these entities is critical to make feasible transportation planning for Brownwood. Below are some examples showing under which conditions the coordination between different entities is needed.

- Austin Avenue transitions from four lanes to two lanes in some locations. Coordination with the Texas Department of Transportation is needed to resolve this issue. Furthermore, the city should coordinate with TxDOT to discuss possible parallel routes for freight traffic.
- Exploration of development of multimodal transportation facilities.
- The shopping mall in Early is an important destination for Brownwood's residents. Coordination with the City of Early is necessary to establish connections between new streets and the mall.

The West Central Texas Council of Governments (WCTCOG) serves 19 counties, including Brown County, and covers 18,000 square miles. WCTCOG deals with regional planning, economic and community development, hazard mitigation and emergency planning, aging services, water use, pollution control, and several other community services. Examples of projects that WCTCOG has completed that would be of use to the City of Brownwood include business and economic research, Comprehensive Economic Development Strategy, Regional Workforce Plan, and County Employment and Sales Tax per capita Comparisons within Industry. These documents can be found at the WCTCOG website:

<http://www.wctcog.org/wctcog/>.



## **Existing Conditions**

### *Street System*

The street system is the circulatory system of the city, providing routes for the movement of goods, services, and people. It also provides access and mobility. The majority of the street system in Brownwood is laid out in a grid pattern, particularly in the central area. The grid pattern allows for the greatest accessibility and diffuses local traffic over a number of streets. Grid patterns generally minimize travel time and distance. However, new developments have constructed streets with curves or cul-de-sacs, decreasing efficiency of the system. Moreover, cul-de-sacs discourage walking as an alternative mode of transportation because there is not a direct route from one street to another.

### *Technical Classifications of Streets*

The City of Brownwood uses the functional class system to organize each roadway into one of four categories: freeway, arterial, collector, and local. There are a number of freeways that merge into Brownwood; however, they are no longer considered freeways inside the city. These corridors include US 183, US 84, and US 377. With the exception of freeways, each category is briefly described below. The following section assesses roadway conditions according to the functional classification of streets.

#### *Arterial*

An arterial street serves as the principal network for through traffic in an area. Arterial rights-of-way connect areas of principal traffic generation and important rural highways entering into a community. They also provide through traffic movements in a city with minimum direct access to abutting properties. Arterial rights-of-way are generally wider than collector and local rights-of-way, and are given preference in signage and signalization. Ideally, parking lots do not front arterial rights-of-way, and there is no direct access from individual properties. Arterial streets accommodate direct access often shared by multiple properties. The frequency and addition of new driveways are closely controlled.

#### *Collector*

A collector street moves traffic between arterial and local rights-of-way. Collectors provide limited access to abutting properties and serve traffic movements within residential, commercial, and industrial areas. They are designed primarily to accommodate traffic between neighborhoods or for short distance trips.

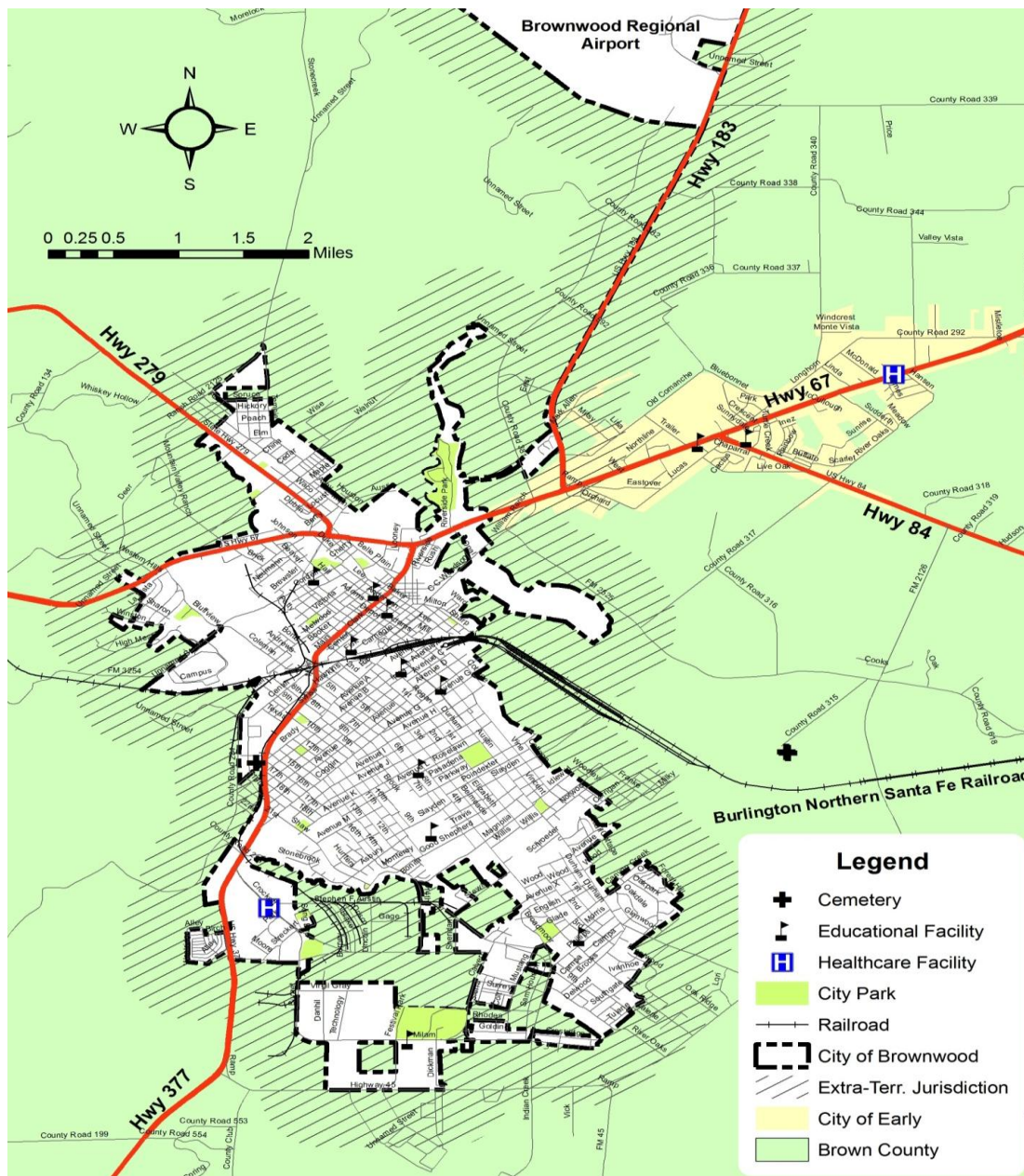
#### *Local*

A local street is primarily used for direct access to adjoining residential, commercial, industrial, or other adjacent property. Moving traffic is a secondary function. A local street generally does not carry through traffic.

## Street Conditions

Street conditions vary greatly throughout the city depending, in part, on the type or classification of road. According to the community survey results, the majority of the survey respondents (38.4%) are only somewhat satisfied with the road conditions in Brownwood. After a full review of the comments written by the respondents, a fair number of respondents indicated that they were not satisfied with street conditions in Brownwood—many of these respondents expressed the need for further improvements and repaving. Figure 7.7: City of Brownwood Road Network, illustrates current street connections in the city.

Figure 7.7: City of Brownwood Road Network





### *Current Roadway Projects in Brownwood*

The Texas Department of Transportation has undertaken multiple roadway projects in the City of Brownwood, including roadway resurfacing and repairs. Table 7.6 below provides a list of the projects, their respective funding source, and brief description of each project as obtained from the Texas Department of Transportation's website.

Table 7.7: Roadway Projects in the TxDOT Brownwood District

Roadway	Funding Type	Status	Description
US 67	Stimulus	Funded	Resurface Roadway
US 67	Traditional	Funded	Construct Intersection Improvements
US 67	Traditional	Funded	Resurface Roadway
US 84	Traditional	Funded	Repair Roadway
US 84	Traditional	Unfunded	Construct Overpass/Underpass
US 377	Traditional	Funded	Resurface Roadway
VA	Traditional	Funded	Install Pavement Stripes/Markers
VA	Traditional	Funded	Resurface Roadway
CR	Traditional	Funded	Replace Bridge
PW	Traditional	Funded	Rebuild Roadway
CR	Traditional	Funded	Replace Bridge
FM 2524	Traditional	Funded	Rebuild Roadway

Source: Texas Department of Transportation

### *Current Conditions*

Sidewalks are not present in every district of Brownwood. Generally, continuous sidewalks currently exist along arterial roadways, some collector roadways, in and near Howard Payne University, and in the downtown area. In all other locations, sidewalks are either discontinuous or non-existent.

Figure 7.8: Discontinuous sidewalks on collector and local streets

### *Photographic Examples of Current Conditions*

The historic downtown area and arterial roadways typically have continuous sidewalks along the back of the curb. Collector and local streets have discontinuous sidewalks (See Figure 7.8)



### *Public Transportation*

Public transportation can reduce roadway congestion and the demand for parking. Brownwood does not operate an urban transit system. The Central Texas Rural Transit District (CTRT) is the rural transit operator that serves Brown County in addition to ten other counties.

#### *Current Transit Service*

CTRT operates a demand-response system—City and Rural Rides (CARR). This service is available to anyone; users are picked up from their homes and transported to their destination.

Reservations are made at least 24 hours in advance and can be made up to 60 days prior. CARR operates from 5:30 am to 7:00 pm in Brown County. The fare for a local trip is \$1.00 each way. A typical CARR vehicle is pictured on the left.

Figure 7.9: City and Rural Rides Vehicle



#### *Future of Transit in Brownwood*

Land use and transportation directly impact one another. Higher densities of residential and commercial developments encourage more efficient use of transit. Likewise, transit nodes encourage higher density developments.

Local funding share should be considered to leverage state and local funds to develop a partnership with CARR to operate a flexible type of transit service. Routes can be served by flexible service vehicles to pick up residents unable to access bus stops. There are several cities in Texas, such as Marshall, that currently have partnerships with the rural operator for flexible but regular transit service in the city.

### *Air Transportation*

The City of Brownwood has one airport in the area, Brownwood Regional Airport (BWD). BWD has been in operation since before WWII. The airport provides general aviation services for the region in and around Brown County. The airport supports approximately 25,000 operations per year and can handle large corporate aircrafts. There are approximately 50 aircrafts in use at BWD. The airport has two asphalt runways in good condition. In July 2005, Coffman Associates Airport Consultants completed an airport master plan for the City of Brownwood.

Services offered at BWD include:

- Line services
- Service and repairs
- Pilot training
- Rentals
- Management
- Ground transportation
- Courtesy cars
- Rental cars available with advance notice

The following are some images of BWD facilities:

Figure 7.10: Various photos of Brownwood Regional Airport

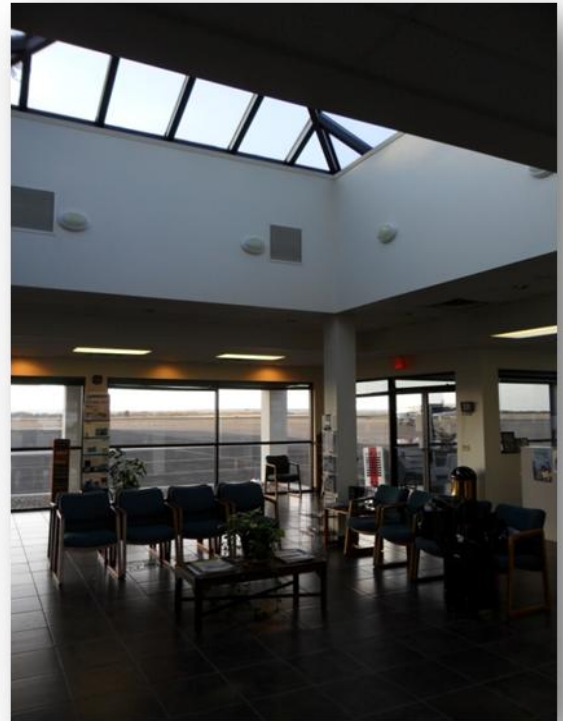


Figure 7.11: USGS Quadrangle Map Depicting Aerial View of Brownwood Municipal Airport



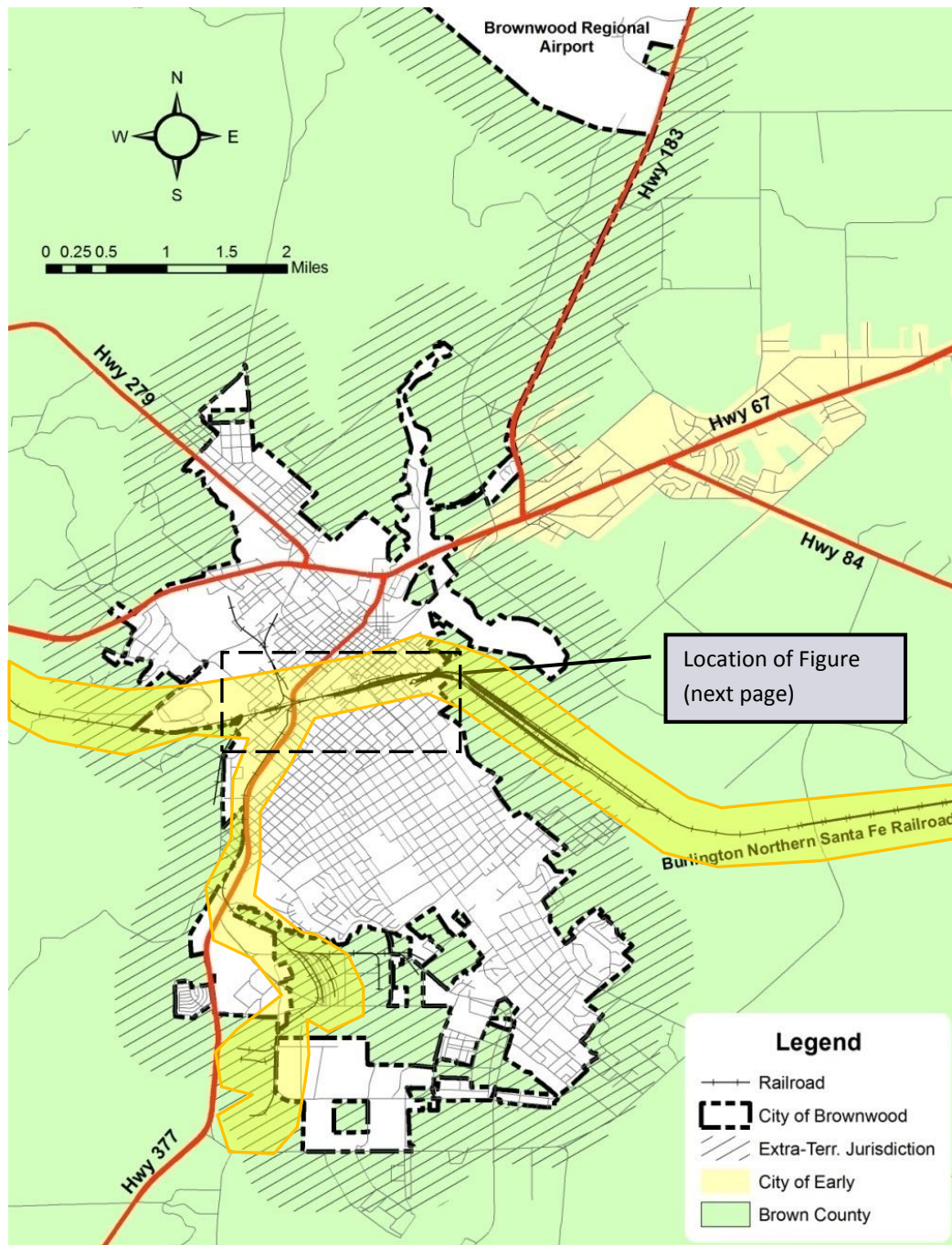
Source: U.S. Geological Survey



## Railroads

The Burlington Northern Santa Fe Railroad (BNSF) provides freight rail service in and through Brownwood. The mainline tracks pass through Brownwood roughly east/west with spurs to the south into the industrial and manufacturing district known as Camp Bowie. Figure 7.12 (below) notes the location of railroads highlighted in yellow.

Figure 7.12: Location of Railroads in Brownwood



The mainline tracks cross roadways in central Brownwood in four locations: S. Main Street, Fisk Avenue, Austin Avenue, and Vine Street. Figure 7.13 (below) marks the location of each crossing with an alphabetized symbol that corresponds to a detailed image and description for each crossing.

Figure 7.13: Location of Railroad Crossings



- |                    |                     |                     |                 |
|--------------------|---------------------|---------------------|-----------------|
| • Overpass         | • At-Grade Crossing | • Overpass          | • Underpass     |
| • Arterial Roadway | • Local Roadway     | • Collector Roadway | • Local Roadway |

Some trains cause minor delays and inconveniences for motorists and pedestrians at designated crossings. In addition to impedances to traffic, individual access points along the railway corridor (railroad street crossings for automobiles and buses, as well as separate or associated bicycle/pedestrian crossings) are often limited along the tracks for safety purposes.

### *Parking*

It is important to consider the availability and price of parking when determining which mode of transportation to use. In the past, an adequate supply of parking has been provided for each land use encouraging automobile use. Controlling the supply and cost of parking can discourage use of single-occupant vehicles. Availability of short-term parking is convenient and vital to the success of businesses. Brownwood provides free, time restricted parking for customers of businesses located within the area.

Increased signage can improve awareness of parking locations for long-term use downtown and change the perception of the lack of parking in the area. Brownwood should work with local stakeholders to identify opportunities for better signage and more efficient parking designs and locations.

The number of parking spaces in each commercial district of Brownwood should be investigated so as to facilitate analysis of supply and demand.

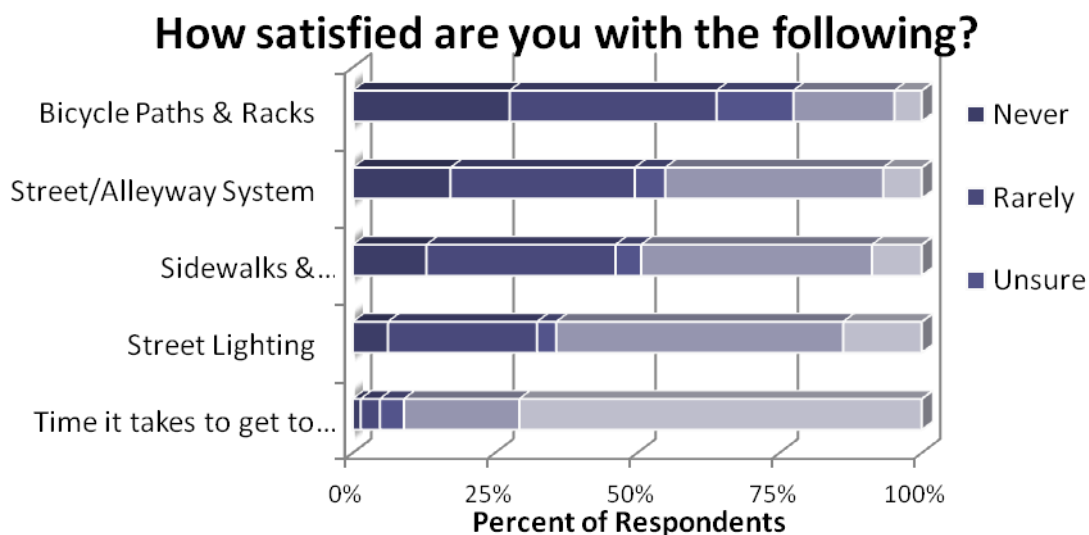
#### *Community Survey Results for Transportation*

The planning team conducted a community vision and development survey from October 2010 to January 2011. This section summarizes findings related to transportation.

There were 407 total survey respondents: the confidence interval for the results is plus or minus 4.8%, based on a 95% confidence interval calculation.

depicts residents' level of satisfaction with five aspects of transportation in Brownwood. The categories ordered from *most* satisfied to *least* satisfied are: commute time, street lighting, sidewalks/pedestrian paths, street/alleyway system, and (least satisfactory) bicycle paths and racks. Residents are nearly all satisfied with their commute time to work; however, a majority (~65%) is “never” or “rarely” satisfied with bicycle paths and racks in Brownwood.

Table 7.8: Transportation Related Survey Results



After reviewing the existing conditions of Brownwood's transportation infrastructure including the street network, connectivity, etc., the team has identified the following strengths, weaknesses, opportunities, and challenges of the area.



### *Strengths*

- Inclusive transportation system comprised of freight rail lines, highways, and airport facilities
- The downtown grid network provides good connectivity
- The historic downtown area and arterial roadways typically have continuous sidewalks
- Congestion is minimal, if not non-existent
- Attractive, historic downtown area
- Railroad museum
- Smallest block in Guinness Book of World Records is an attraction
- CTRT's operation of a demand-response system (CARR)

### *Weaknesses*

- Development patterns around Brownwood are sprawling, creating a larger transportation maintenance area
- There is a lack of signage attracting passers-by to Brownwood and also to downtown specifically
- Abandoned buildings give perception that Brownwood is in poor economic state
- Condition of roads could discourage potential residents from moving to Brownwood
- Street lighting does not create a pedestrian-friendly walking environment
- Limited connectivity exists to connect downtown parking lots to downtown retail locations
- Collector and local streets have a discontinuous sidewalk network
- The freight trains operating through Brownwood cause delays, impede traffic, and are a safety factor for drivers and pedestrians
- Lack of bicycle and pedestrian facilities

### *Opportunities*

- Brownwood can capitalize on the downtown infrastructure by improving signage and connectivity to parking lots
- The city can create a thru route that passes through Brownwood to attract visitors to eat or spend the night
- Attractive housing for university students or young professionals can be created downtown
- An opportunity exists to shift the retail district from the mall in Early to downtown Brownwood

### *Challenges*

- There is a possibility of an increase in congestion without the introduction of alternative modes of transportation.

## Goals and Objectives

Goal 1: Improve all streets, sidewalks, curbs, and gutters (in progress).

Objective 1.1: Use Pavement Management score to prioritize street improvements.

Objective 1.2: Increase use of Fill Depth Recycling Technology to build new roads.

Objective 1.3: Utilize HMAC (hot mix) overlay in high traffic areas.

Objective 1.4: Prioritize high traffic areas, such as schools and churches.

Goal 2: Improve connectivity and accessibility between new retail and commercial sites (connect parking lots and parallel routes).

Objective 2.1: Market parking lots with signage and guidance system to and from retail.

Objective 2.2: Employ a Safe Routes to School Program to create and educate regarding a safe way for children to walk to school.

Objective 2.3: Ensure that intra-parking lot connections are installed where driveways are in close proximity, and on high-speed roads (Wal-Mart example).

Goal 3: Work with Brown County and TxDOT to improve Stephen F. Austin.

Objective 3.1: Establish plan with TxDOT and Brown County that includes time frame and funding schedule.

Goal 4: Improve industrial and commercial traffic to Brownwood from all major metropolitan areas.

Objective 4.1: Work closely with TxDOT to discuss possibility of thru routes and additional signage directing traffic to Brownwood.

Objective 4.2: Promote Brownwood to be a major stopover for freight traffic to use when traveling from the southeast part of Texas (Houston, Austin, Waco, San Antonio etc.) to the northern part of Texas (Lubbock, Amarillo, Abilene, Wichita Falls etc.).

Objective 4.3: Make plans to promote the truck stops in Brownwood in order to attract freight traffic to use Brownwood as a stopover.

Objective 4.4: Brownwood has 2 major truck stops in the city presently: Town & Country Food store #253 and Wal-Mart Supercenter. Both of these truck stops are located along US 377, the main commercial strip of Brownwood.

Objective 4.5: Wayfinding can be improved in Brownwood for freight traffic to enable them to find the truck stops more easily once they enter Brownwood.

Objective 4.6: Truck stop advertisements can be erected along the major routes into Brownwood. Brownwood can work with the truck stop businesses and TxDOT to allow for truck stop advertisements along the highways into Brownwood.

Goal 5: Improve aesthetic appearance of the city with a special emphasis on major thoroughfares.

Objective 5.1: Develop a list of major thoroughfares that deserve priority treatments in development or maintenance, landscape and aesthetic presentation.

Objective 5.2: Develop a landscape ordinance that ensures consistent development for all future projects.

Objective 5.3: Consider adding historic overlay district that identifies specific areas for historic emphasis.

### *Connectivity*

- Goal 1: Design and make available online a parking direction map for the downtown area which shows the location of each public parking lot.
- Goal 2: Develop on-site and off-site signage in downtown for parking and major attractions, with directions, applicable time period, fees and other related information.
- Goal 3: Improve the signage at the driving entrances and traffic nodes around Brownwood.

### *Multi-modal Transportation*

- Goal 1: Identify areas where multi-modal transportation can be an alternative in the next twenty years.
- Goal 2: Make a biking, walking and public transit plan for the areas where multi-modal transportation can be an alternative for adoption and investment.

### *Road Conditions*

- Goal 1: Develop, implement and maintain a prioritized thoroughfare map for the thoroughfares that deserve 1) future improvement and maintenance of streets, sidewalks and curbs, 2) sidewalk and bike lane consideration, and 3) streetscape improvements.
- Goal 2: Fix the inconsistent lane condition along Austin Avenue, which changes from four lanes to two lanes.

### *Freight Transportation*

- Goal 1: Build a parallel route with Main Street to provide more efficient access for freight transportation.

## **Future Requirements & Recommendations**

### *Future of Bike Paths*

Brownwood does not currently have designated bicycle paths or lanes. However, the grid street network and compact nature of Brownwood makes biking a viable alternative to driving. Conscious efforts to construct safe on-street bikeways and separated path and trail systems should be pursued. Future bicycle and trail planning should be oriented towards making viable connections into Howard Payne University, downtown, Commerce Street, and major employers around Camp Bowie.

Citizens of Brownwood may commute to work and school by bicycle if safe, efficient bikeways are available. Bicycle commuting should be encouraged through bike paths and on-street bike lanes. Benefits of creating a bicycle network include health-related benefits as well as cutting down on both automobile traffic and air pollution within the city.

Employers can promote greater use of bicycles for commuting by providing showers, lockers, and secure and convenient bicycle parking for employees and customers. Additional bike facilities would contribute to a network of safe and efficient transportation routes between residential areas, employment areas, recreational areas, and shopping areas.

### *Future of Pedestrian Paths*

Most areas of Brownwood lack contiguous sidewalk connections between neighborhoods and destinations, which forces pedestrians to walk in streets or shoulders, making walking somewhat hazardous. This is especially true of connections between home and school for children.

Much of the attractiveness for walking as an alternative mode of transportation depends on the sense of safety, convenience, and comfort in the pedestrian environment. Most people will choose not to walk in environments they see as hazardous or even merely uncomfortable. Well-designed sidewalks and pathways create the sense of comfort and safety necessary to encourage walking. Additionally, many of the traffic calming techniques discussed earlier promote a pedestrian friendly environment by reducing conflicts between automobiles and pedestrians, and by giving pedestrians a greater sense of place. Lighting adequately designed for pedestrians can improve the sense of security for walking and transit access during early morning or evening commute hours; standard street lighting designed for motorists is often inadequate to provide a heightened sense of personal security along sidewalks. Pedestrian paths near or within downtown and adjacent to major corridors should be enhanced to increase access and the quality of the pedestrian experience.

### *Safe Routes to School Program*

Headed by the National Center for Safe Routes to School, this program enables and encourages children to safely walk and bicycle to school. These programs are implemented by parents nationwide, schools, community leaders, and local, state, and tribal governments. Safe Routes to School programs create practical projects to make school routes safer for children to walk and bicycle, such as sidewalks, crosswalks, and bicycle facilities. As of 2009, the Texas Transportation Commission approved \$54.1 million to fund 200 Safe Routes to School projects in over 73 communities. Images below illustrate successful Safe Routes to School Projects.

Figure 7.14: Examples of successful Safe Routes to School projects



Source: [www.saferoutesinfo.org](http://www.saferoutesinfo.org)

#### *Funding for Safe Routes to School Program*

- Mini-grants in the amount of \$1,000 can be obtained from the National Center for the Safe Routes to School.
- Local funding for Safe Routes to School can be obtained in the form of sales tax funding or bonds; however, the easiest way to acquire local funding for this program is to identify existing funds that are delegated to transportation, health, or safety issues. Additional tools to implement Safe Routes to School Programs through local resources include Capital Improvement Projects and Local Operating Budgets.
- Federal funding can be found through Transportation Enhancements, Congestion Mitigation and Air Quality Improvements, the Highway Safety Improvement Program, Title 23 – Section 402 Funds, the Recreational Trails Program, the Centers for Disease Control and Prevention, and the Environmental Protection Agency.

### *Park Connections*

There are many parks in Brownwood, but currently, no system exists to provide easy alternative transportation routes from one park to another. The road network is not the best option for people who want to use alternative methods to travel between parks. To help alleviate this problem, a trail system has been proposed for the city (see Figure 7.15 below).

Figure 7.15: Proposed Trail System



The proposed system follows the road network closely, as most land in between the parks has been developed. This proposed system creates two loops of trail with a connector. The break between the loops is the railroad system, which creates a hard line between the north and south of town that is difficult to cross for a pedestrian and cyclist.

Figure 7.16: Examples of Multi-Use Path and bike lanes and sidewalk



Multi-Use Path

Bike Lane and Sidewalk

Some sections of the proposed trail have existing sidewalks, though the sidewalks are not consistently well maintained. This section provides options regarding how the trail system can be created. The most extensive option would be to create a multi-use path, as seen above, throughout the entire network. This would be expensive, but would be both aesthetically pleasing and highly functional.

Another option would be to ensure that adequate sidewalks are provided throughout the network to access the parks. This would be similar to the multi-use path network, but would be a smaller scale option and could be expanded to the rest of the city over time.

A third option would be to simply create a sign system that marks where people should go. This option would cost less than installing a sidewalk. Several streets in Brownwood are small, local streets that would be acceptable biking and walking paths in their current condition. This means that not all areas would require installation of protection for the users of the trail system, and therefore signage could be adequate in some cases.



Figure 7.17: Examples of Pavement marking and signages



Another option for markings would be similar to the way that Boston marks the Freedom Trail using either alternative paving material or simply paint. The trail is marked on the ground to show people where to go. This option can vary in price depending on how it is implemented, but can be aesthetically pleasing and adds a good visual appeal for users of the trail.

Combining these options can provide the best overall plan for Brownwood. The city can use pavement markings or signs in areas that have low speed limits and in neighborhoods, while sidewalks or a multi-use path are created for higher traffic areas. The exact method of marking would depend on where the trail is located.

#### *Sources of Park Connection Funding*

The United States Department of Agriculture, through the Texas State Forest Service, runs an Urban and Community Forestry Program. This program provides financial assistance to plan for, establish, manage, and protect trees, forest, green spaces, and related natural resources in and adjacent to cities and towns. Brownwood can utilize some of these funds to manage and protect existing native tree species, open space, and natural resources.

The city can also seek private donations for local recreation or tourism targeted projects through community fund-raising campaigns. These types of projects could potentially gain assistance from major employers, businesses, associations, clubs and neighborhood groups in the city.

There are also a number of funding options available for cities wishing to create or expand a trail system. The Texas Parks and Wildlife Department (<http://www.tpwd.state.tx.us/business/grants/trpa/#small>) distributes a number of grants that help cities create trails. The Outdoor Recreation Grant provides up to \$500,000, with the city matching 50% for the creation of trail systems. This grant has two application periods, August 1<sup>st</sup> and March 1<sup>st</sup>. Another option is the Small Community Grant, which has an application every March 1<sup>st</sup> and gives up to \$75,000 with the city matching 50%.

## Flexible Transit in Brownwood

The planning team determined that a creative and community-building goal for Brownwood would be to establish some form of more regular transit service. The case study of flexible transit is divided into the following sections:

- Role of Public Transportation in Brownwood
- What is Flexible Transit?
- A Case Study of Flexible Transit in Marshall, Texas
- Flexible Transit in Brownwood

### *Role of Public Transportation in Brownwood*

The use of public transportation reduces the number of vehicles on the road as well as the demand for parking. Transit can also increase the people-carrying capacity of the transportation system by increasing the number of people per vehicle. Brownwood does not operate or have an urban transit system with fixed routes and times. However, there is demand-response transit service, called City and Rural Rides (CARR), from a rural transit operator that serves Brown County (as well as ten other counties).

### *What is Flexible Transit?*

Flexible route transit is a “hybrid” configuration adapting features of fixed route and demand response transit service.

### *Characteristics of a Flexible Route Transit*

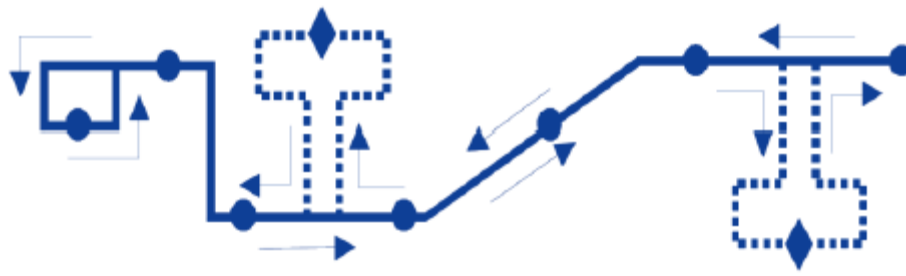
- A flexible route generally operates along a fixed route; however, the driver can deviate (flex) from the route within a pre-established distance (usually  $\frac{1}{4}$  to  $\frac{3}{4}$  mile) to provide curb-to-curb service by passenger request.
- Flexible routes serve fixed stops, with periodic deviations to pick up or drop off a passenger on a demand response basis.
- A flexible route operates on a fixed schedule at specified time points. Route deviations must be limited to ensure scheduled time points are met on time.
- A flexible route schedule operates at a lower average speed than fixed route in order to permit the time to deviate from the route and still meet the scheduled time points.
- Advance notice is needed to request boarding or alighting where service is not fixed.

### *Guidelines for Flexible Route Bus Implementation*

- Flexible route bus service is best suited to less dense urban and suburban settings without a good grid street network.
- Frequency is typically 60 minutes to every 30 minutes. Flexible routes can deviate up to  $\frac{3}{4}$ -mile.
- The transit vehicle for flexible route transit is typically a small bus or van, suitable for operating along smaller streets and in neighborhoods.
- Flexible routes may be the primary transit mode in a small urban area, or flexible routes may complement fixed route systems in neighborhoods where development patterns or street networks are not well suited to fixed routes.

- Flexible route still rely on passenger access by walking, so the alignment of the route should take advantage of the best opportunities to serve the largest number of people within a ¼-mile walk, with additional access by deviation.
- A flexible route service does not require ADA complementary paratransit, if the flexible route opportunity is available to all passengers.

Figure 7.18: Typical Flexible Route Transit Service Vehicle/Trip Pattern



Source: Texas Transportation Institute, 2009

Table 7.9 describes the circumstances when flexible transit is typically effective.

Table 7.9: Viability of Flexible Public Transit in Rural Areas

Demographics/Trip Purpose	Youth < 18	Adult 18–64	Elderly 65 and Over	Persons with Disabilities	Low-Income Persons
Work	Low Potential				
School					
Non-Emergency Medical	High	Medium	High Potential		
Shopping/Groceries	Low				
Shopping/Other	High	Low			
Social					

Source: Potts, Marshall, Crockett, & Washington, 2010

Flexible transit is able to serve both high transit need populations with low mobility and other segments of the population, such as youth under age 18. “The key to designing flexible public transportation service is gearing service to transit-dependent populations and using origins, routes, destinations that have trip purposes that are not time sensitive” (Potts, Marshall, Crockett, & Washington, 2010). In some circumstances, flexible transit has proven more productive than simple demand response because of set times (Potts, Marshall, Crockett, & Washington, 2010).

#### *Passenger Amenities*

The current transit service in Brownwood requires no “on the street” infrastructure; however, successful fixed or flexible transit services do. Passenger amenities include all public facilities designed to make using public transit more attractive. This includes shelters, benches, signage, and pedestrian amenities such as sidewalk connections to the bus stops.

The service can either have fixed bus stop locations with signs; operate as a “flag” stop system where riders hail, or “flag,” the bus; or a combination of the two. If fixed stops are used, signs should be used which clearly mark the locations as bus stops. Signs should complement the marketing campaign and include the transit system logo and phone number. Good bus stop signs provide a constant advertising presence on the street.

#### *A Case Study of Flexible Transit in Marshall, Texas*

Marshall’s partnership with the East Texas Council of Governments (ETCOG) to operate flexible route transit is a good case study because the city population in 2000 was 23,935—similar to Brownwood’s 18,813.

The details of the flexible transit in Marshall are as follows:

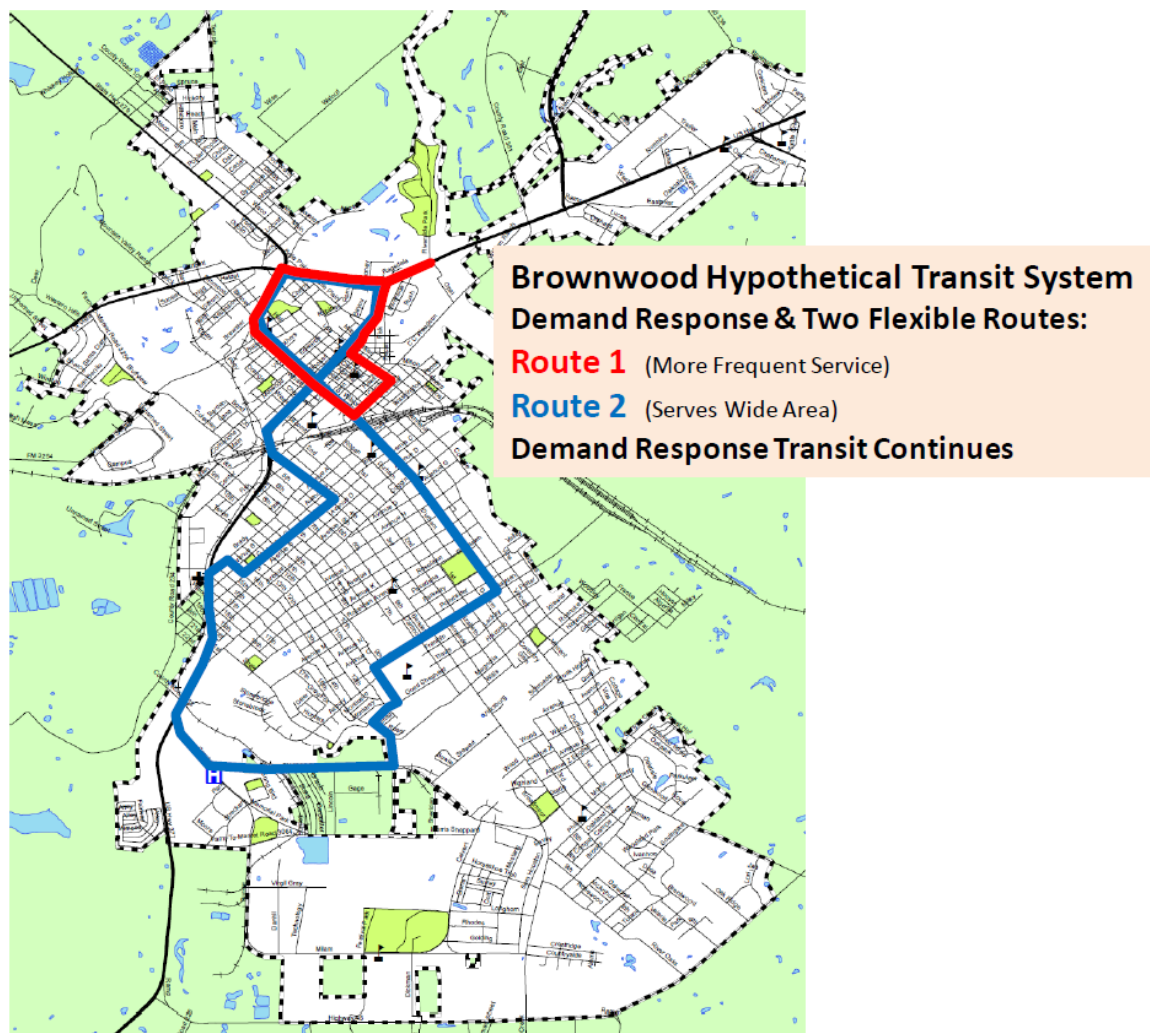
- Three Routes (Blue, Red, Green)
  - Blue Route serves:
    - Wal-mart
    - Boys & Girls Club
    - Texas State Technical College
    - Wiley College
  - Red Route serves:
    - Mall
    - The Square
    - Post Office
    - Wiley College
  - Green Route serves:
    - Senior apartments
    - Wiley College
    - Brookshire’s
    - Hospital
    - AmTrak
- Service operates from 6:00 am to 7:00 pm
- Bus can “flex” up to ¾ mile off the fixed route to pick up a guest that is unable to access the bus route.
- Service is funded by a partnership between the City of Marshall and ETCOG
  - ETCOG is obligated to provide rural transit service for Marshall
  - City and ETCOG partner financially to leverage more state/federal resources
  - Residents receive regularly scheduled transit service, in addition to demand response service (primarily that feeds into flexible transit routes in Marshall from surrounding county)

### *Flexible Transit in Brownwood*

Land use and grouping of similar land uses greatly impacts the viability of regular transit service. Higher residential and commercial densities can encourage increased use of transit services.

The planning team deliberated on possible routes and developed the hypothetical flexible transit system depicted in Figure 7.19. The proposal includes operating two routes Monday thru Friday from 6 am to 7 pm (similar to Marshall) and continuing to serve outlying residents of Brown County with coordinated demand response transit. Route 1, in red, operates on a short loop route with frequent headway (how often the vehicle visits the same bus stop). Route 2, in blue, operates on a long route that serves a wide area as well as transit attractors and generators (i.e. major employers, medical facilities, schools, and parks).

Figure 7.19: Brownwood Hypothetical Transit System



## Funding

There are a number of sources of funding that are available for the city of Brownwood to use in order to fund future transportation projects. This section will specifically discuss what some of those available funding sources are.

Brownwood should consider offering some local funding share to leverage state and federal funds for CARR to operate a flexible type of transit service—routes served on a regular schedule by vehicles that can “flex” to pick up nearby residents that cannot access the bus stops. The service would need to focus on primary employers, large commercial activity centers, medical facilities, Howard Payne University, and other educational facilities. Also, in order to serve work trips and school trips, the service would need to operate at least M-F from 6:00 am to 7:00 pm—similar to Marshall. Residents, stakeholders (similar to the aforementioned key groups), CARR, and the City of Brownwood must determine how many and where flexible transit routes should operate. The city would not be responsible for paying the entire cost of service; rather, local funds would be used by CARR to leverage more state and federal government funds (formula funding encourages local match). Local matching funds can be in-kind services as well as fiscal support.

### *Transit Funding*

Transit funding is available through the Federal Transit Administration (FTA). Presently, the main transit provider for Brownwood—the Central Texas Rural Transit District (CTRT)—is a demand-response transit service. There are a few funding sources that are available for the transit agency through the FTA, as follows.

#### *Section 5310*

Section 5310 is a program that provides formula funding for the purpose of assisting transit agencies to provide transit services to elderly and disabled persons. The CTRT is eligible for this funding because it provides demand-responsive transit services for the elderly, disabled, or those individuals without access to an automobile.

#### *Section 5311 (b) (3)*

Section 5311 (b) (3) is known as the Rural Transit Assistance Program. The main purpose of this program is to assist rural transit agencies in implementing and operating their services. States, local governments and rural transit agencies are all eligible recipients of this grant. The funds that are received by the recipient should be used to support rural transit activities in 4 categories: training, technical assistance, research and related support services. If the CTRT is interested in improving its services, it can apply for funds through this program.

### *Funding for Alternative Transportation Modes*

There is funding available through Texas Department of Transportation (TxDOT) for alternative modes of transportation such as walking or biking. This funding comes in the form of the Transportation Enhancement Program, which was approved by the Texas Transportation Commission on July 29<sup>th</sup>, 2010. The main purpose of this program is to assist cities and local governments concentrating their efforts on alternative modes of transportation. To be eligible for consideration, all projects must demonstrate a relationship to the surface transportation system and incorporate at least one of the following 12 categories:



### *Pedestrian and Bicycle Facilities:*

- Safety and education activities for pedestrians and bicyclists
- Acquisition of scenic easements, as well as scenic and historic properties
- Scenic or historic highway programs (including providing tourist and welcome center facilities)
- Landscaping and other scenic beautification
- Historic preservation
- Rehabilitation and operation of historic transportation buildings, structures, or facilities (including historic railroad facilities and canals)
- Preservation of abandoned railway corridors (including conversion and use for pedestrian and bicycle facilities)
- Control and removal of outdoor advertising
- Archaeological planning and research
- Environmental mitigation to address water pollution from highway runoff or efforts to reduce vehicle-caused wildlife mortality while concurrently maintaining and/or improving habitat connectivity
- Establish transportation museums

(Source: <http://www.txdot.gov/business/governments/te.htm>)

Many cities in Texas have applied for grants through this program in order to improve other aspects of their transportation system. A list of the approved transportation projects can be found at [ftp://ftp.dot.state.tx.us/pub/txdot-info/des/te\\_projects\\_072910.pdf](ftp://ftp.dot.state.tx.us/pub/txdot-info/des/te_projects_072910.pdf). The City of Brownwood may consider applying for grants through this program to improve its city's transportation system. One area that the city could consider improving is the pedestrian connectivity to the railroad museum from downtown. This would fulfill at least two of the criteria of the Transportation Enhancement Program to allow for funding.

### *Funding through the U.S. Department of Energy*

Funding is available from the U.S. Department of Energy through the Energy and Efficiency Conservation Block Grant Program. The main purpose of this program is to provide funding for cities to *develop, implement and promote an energy efficiency and greenhouse gas reduction strategy at the community level. The City of Baytown has applied for this program to receive funds to begin work on two new sidewalk projects in their city.*

*According to the city's website, the two sidewalk projects were eligible for the grants because the city was able to show that, after the construction of these sidewalks, it could help the city to reduce 312,000 pounds of CO2 emissions annually (Source: <http://www.baytown.org/content/federal-grant-provides-funding-sidewalks>). Therefore, if Brownwood is able to provide an estimate on how much reduction in greenhouse gases or energy consumption it is able to achieve after a desired transportation project, the city can consider applying for this grant as well. Besides using the grant for sidewalks, street light projects can also utilize the same funds if energy consumption is reduced after construction.*

### *Public Improvement Districts (PIDs)*

A Public Improvement District (PID) is a district that has been formed by the local city government to provide specific infrastructure improvements or maintenance, such as sidewalk maintenance or landscaping projects. The funds generated for these purposes will then come from special assessments on properties that are within the city or within its extraterritorial jurisdiction.

The City of Grand Prairie, Texas has been using PIDs for transportation purposes by performing landscape maintenance and improvements along right-of-ways and funding decorative street lighting. More information about Grand Prairie's PID program can be found here:

<http://gptx.org/index.aspx?page=507>. Brownwood intends to improve landscape within the city, which would enhance the overall aesthetics of the main thoroughfares. PIDs may be established along the main thoroughfares so as to gain additional funding for landscape improvements.

### *Special Assessment Districts (SADs)*

Special Assessment Districts (SADs) are districts where a special assessment tax is levied on the property owners within the SAD. Revenue collected from the special assessment tax is then used to fund infrastructure improvements or maintenance. SADs could be used in the city of Brownwood to encourage infrastructure improvements and to help the city fund new projects.

The City of Reno, Nevada, has been using SADs for quite some time to help out with road maintenance and repairs. Many of these SADs have been successful in Reno in improving street and sidewalk conditions. These assessment districts will usually be created over a period of 10 years so as to defray the cost of repairs to property owners. More information about how Reno has carried out its SADs can be found on their city website: <http://www.reno.gov/Index.aspx?page=692>.

In the case of Brownwood, SADs can be formed in areas of the city where road conditions are poor and need immediate attention. From looking at the comments in the community survey results, there seems to be a common theme of improving street conditions amongst Brownwood residents. SADs can be formed either by the property owners in neighborhoods or by the city in areas that require improvements. However, before embarking on creating SADs, it would be advisable for the city to conduct public hearings and gather input from the community about these special assessments.

# 1-8 Historic Preservation



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## **1-8 Historic Preservation**

### **Purpose & Overview**

The Historic Preservation section of the comprehensive plan is the primary tool by which the City of Brownwood can manage and recover the economic growth and viability of its downtown area. Since the closing of Camp Bowie in 1946, Brownwood's downtown area has diminished in economic viability and local traffic, if not in physical area. The city's downtown area is much larger than its population would otherwise suggest because of Camp Bowie. While the historic downtown area is relatively vacant and under-utilized at present time, the success of similar Texas cities in rebuilding their historic downtown areas and retaining historic character while encouraging redevelopment suggest that Brownwood's downtown area is an opportunity, not a liability.

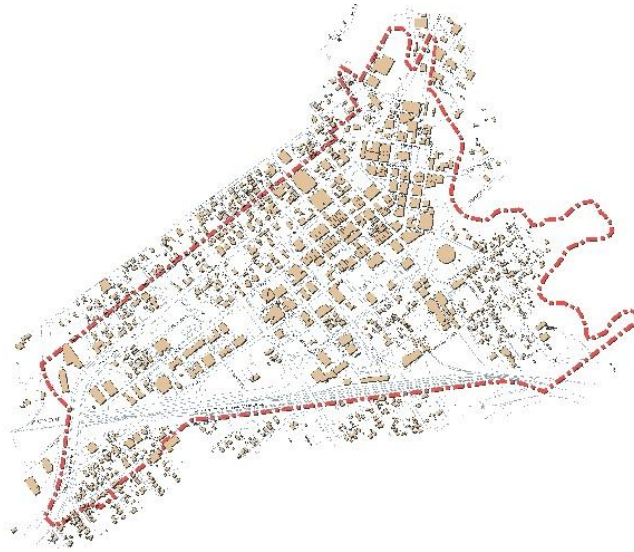
The Historic Preservation section of the comprehensive plan is an essential first step in restoring downtown Brownwood to its former glory. This section is intended to guide the City of Brownwood in the guidance, promotion, and redevelopment of the downtown area by:

- Providing a framework to guide future decisions related to downtown Brownwood's economic health, physical appeal, and historic character
- Promote the interests of the citizens at-large in general and the property owners and businesspeople who work in, live in, or visit downtown specifically
- Enhance the downtown area's economic, social, and environmental aspects
- Develop a list of options for redeveloping downtown
- Evaluate short-term actions against long-term goals pertaining to downtown Brownwood

The downtown district forms the core of Brownwood and should be recognized, promoted and protected as a valuable asset. The loss or degradation of this asset could fundamentally alter the image and perception of Brownwood. The city should encourage the designation of additional historic sites and areas when supported by the residents and owners. The revitalization of downtown Brownwood would demonstrate the effectiveness of public-private cooperation. There are many opportunities to promote a downtown revival. These opportunities should be fully explored and implemented.

For the purposes of this document, downtown Brownwood shall mean the area delineated in the City of Brownwood Downtown Master Plan authored by Freese & Nichols in January 2003. The area encompasses 85 city blocks bounded by the Adams branch of Pecan Bayou, the Santa Fe railroad, and Main Street/US Highway 377 (see Figure 8.1).

Figure 8.1: Downtown Brownwood



Source: Freese & Nichols

### Existing Conditions

An analysis of Sanborn insurance maps shows a marked decline in the number of businesses located in downtown Brownwood between 1930 and 2010. In 1930, downtown Brownwood was home to approximately 175 retail and commercial businesses, 25 office and professional businesses, 7 entertainment-related businesses, 14 industrial businesses, 19 civic/public buildings, and 11 restaurants. The State of the Community report (page 56) reported that downtown was 31% vacant in 2010. Applying this figure generally to downtown, this means that today downtown Brownwood has at most 121 businesses, 17 office and professional businesses, 5 entertainment venues, 10 industrial businesses, 13 civic/public facilities, and 8 restaurants.

It should be noted that some inaccuracies are possible in the Sanborn maps. Occasionally, the handwritten property labels are not clearly legible, and the possibility of human error exists. However, given that Sanborn insurance maps were an essential part of the insurance industry for many decades, their probable accuracy is quite high (see Figures 8.2 and 8.3).

Downtown Brownwood is currently estimated to be 60% vacant. Many historic structures that are iconic to downtown Brownwood, such as the Brownwood Hotel and the Montgomery-Ward building, are completely vacant. Many others, such as the Weakley-Watson building and the Crown Hotel building, are occupied only on the bottom floor with valuable and useful upper stories remaining vacant. Comparatively few properties in downtown are fully occupied; however, these occupied buildings can become catalysts for future development, given a body of policies and incentives that encourage and guide redevelopment in downtown Brownwood.

Declining economic activity is only part of the problem downtown Brownwood faces; with declining economic activity comes declining sales taxes, declining property values, and declining property taxes. In short, a downtown in decline is an economic liability; a vibrant and active downtown is an economic boom. Brownwood's main advantages in revitalizing downtown lie in the



value that its citizens place in their downtown, and the wealth of historic building stock that the city possesses.

The single most important aspect of a vibrant downtown is the concept of local traffic – the presence of people in downtown at any given hour of the day, for any lawful reason. The more local traffic downtown has, the more economically viable it will be. The rest of this section will concentrate on strategies to build and maintain high levels of local traffic through the built environment (encouraging physical redevelopment) and amenities (encouraging the return of retail and commercial tenants to downtown).

Figure 8.2: Brownwood Sanborn Map, March 1885

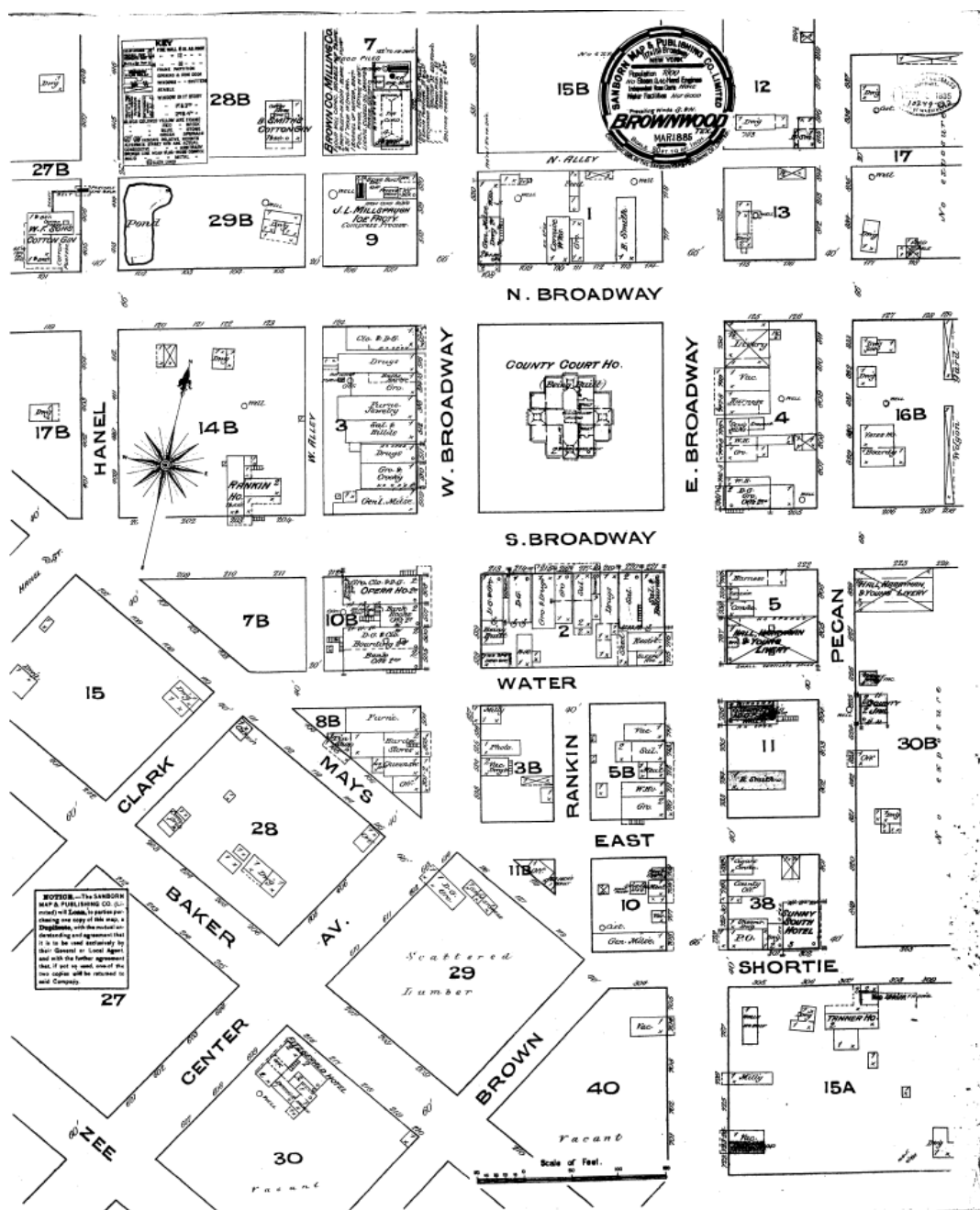


Figure 8.3: Sanborn Map, April 1930



## Inventory

Identifying these 'focal point' properties is essential to redeveloping downtown Brownwood. Ideally, this task is best suited to those most familiar with downtown Brownwood- the residents and city officials. However, some sites are obvious choices.

The City of Brownwood already owns a significant amount of property near the Lehnis Railroad Museum and Santa Fe Depot. While these areas are outside of the overlay district proposed later in this document, their importance cannot be overstated as a focal point for downtown activity: the

Lehnis railroad museum has hundreds of visitors per year, and the Santa Fe depot hosts numerous conferences, meetings, weddings, and other social events per year. In addition, the city owns an entire block of potential commercial property between Baker and Lee streets and Greenleaf and Washington. The city also owns the nearby grain gin and an RV park; both of these properties have little historic value and could be redeveloped altogether.

Figures 8.4 and 8.5 show the spatial relationships and current land uses of the most relevant historic sites located in downtown Brownwood; the following list further identifies these buildings that are of particular interest as potential restoration points. For a full list of historic inventory, please see Section III: Appendix.

Figure 8.4: Historic Downtown Brownwood North

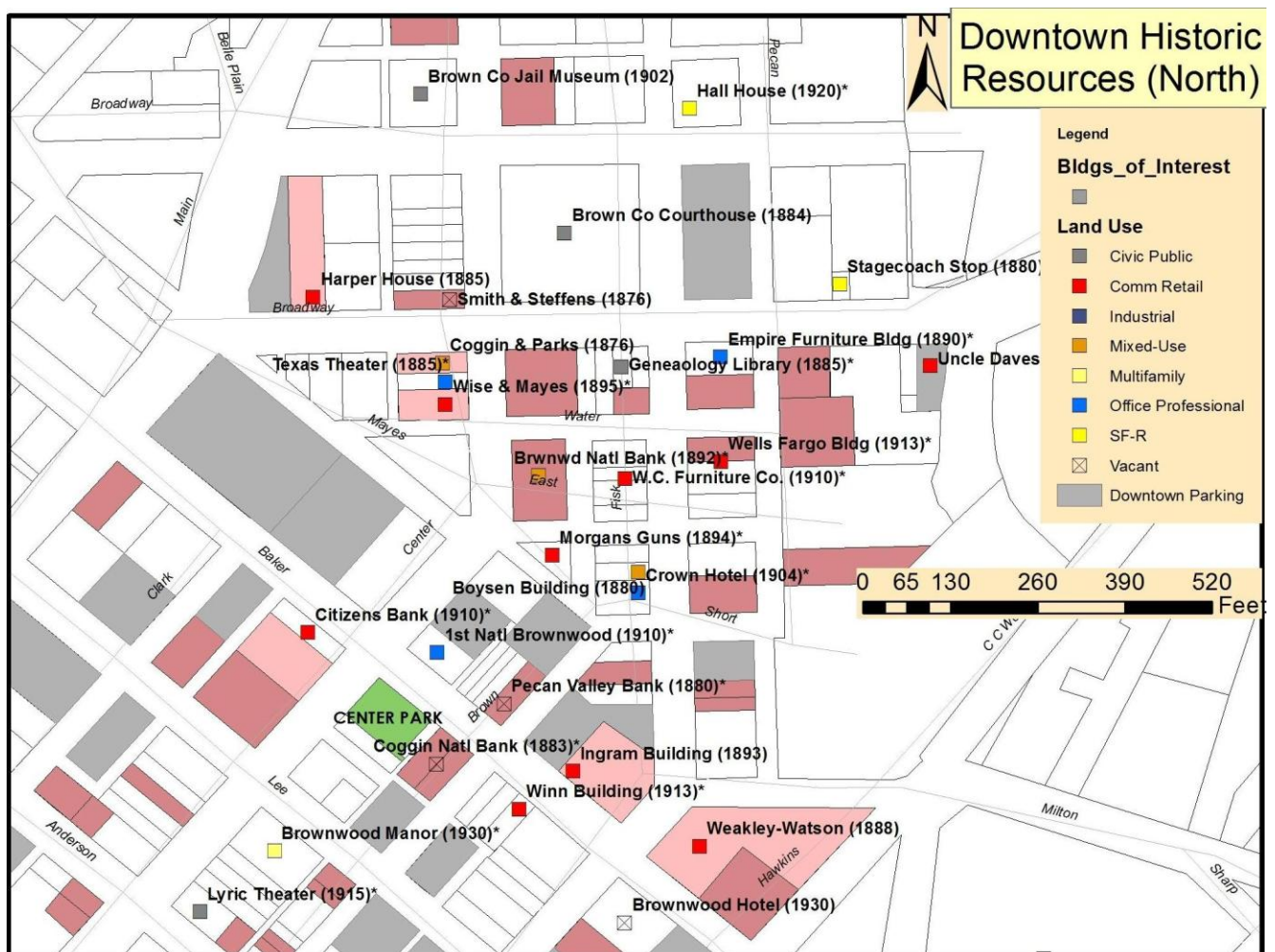
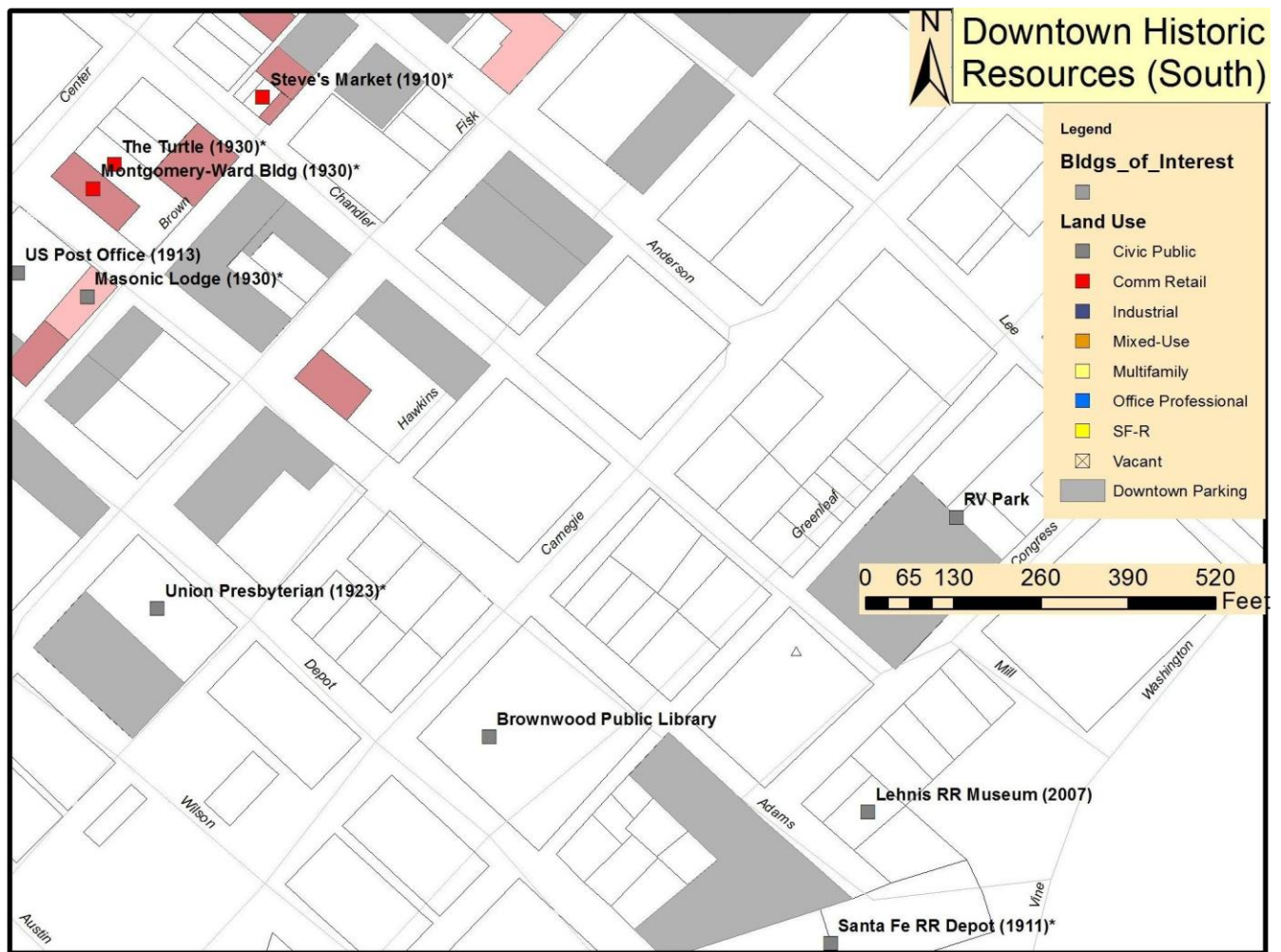


Figure 8.5: Historic Downtown Brownwood South





Property Name: Coggin & Parks Building, Texas Theater, Wise & Mayes Building

Situs Address: 100 Block S Broadway

Built: 1876-1895

Area: 10,483 sq. ft, 2 stories

Notes: The ground floors of this building are currently occupied; however, the upper stories remain unused.



Source: <http://browncountyhistory.org/coggin-parksM.html>

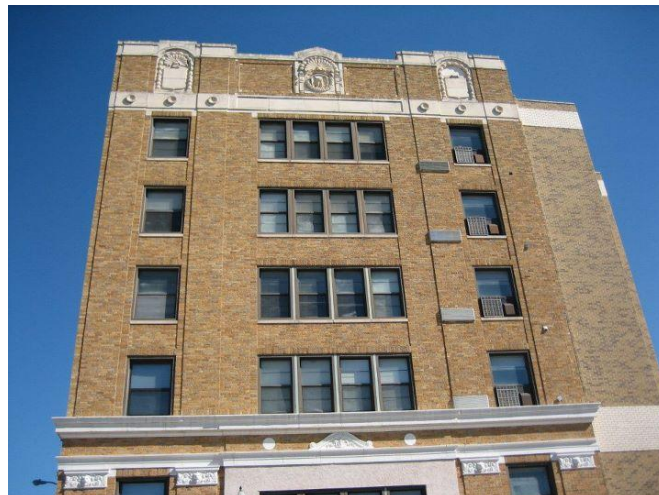
Property Name: Citizens Bank

Situs Address: 200 Block Center Ave

Built: 1906

Area: 12,612 sq.ft., 2 stories

Notes: Currently 201 Center (the Citizens bank building) and 205 Center are occupied on the ground floor only. 203 Center Avenue is vacant. Both 203 and 205 require facade restoration (the original stone facade may remain intact at 203 Center).



Property Name: 400 Center Avenue

Situs Address: 400 Block Center Ave

Built: Unknown

Area: 5,234 sq.ft., 1 story

Notes: All addresses on this block, both northwest and southeast sides of the street, require facade restoration. Currently 406 Center Ave (5234 sq. ft) is vacant.

Property Name: Montgomery-Ward Building

Situs Address: 516 Center Avenue

Built: circa 1930

Area: 6,374 sq.ft., 3 stories

Notes: The current owner is restoring the building out-of-pocket, as funds are available.



Property Name: Masonic Lodge

Situs Address: 115 E. Adams

Built: before 1930

Area: 9,343 sq.ft., 2 stories

Notes: This building is partially occupied on the first floor only; half of the first floor and the entire second floor are unoccupied. The building's facade facing Adams Street requires restoration.





Property Name: Pecan Valley Bank

Situs Address: 112 E. Baker

Built: 1876

Area: 3,405 sq.ft., 2 stories

Notes: The Pecan Valley Bank building is in serious need of restoration. While the native stone facade is remarkably intact, the interior contains severe water and pest damage. If remediation does not occur soon, Brownwood may lose one of its oldest and most authentic structures.



Property Name: Coggin National Bank

Situs Address: 113 E. Baker

Built: before 1930

Area: 6,090 sq.ft., 2 stories + mezzanine

Notes: This building is partially occupied on the first floor by an architect's office; however, the owners have renovated part of the upper floor into loft apartments, and plan to renovate the rest of the building as funds are available.

Property Name: 300 Brown St

Situs Address: 300 Block Brown Street

Built: Unknown

Area: 10,418 sq.ft., 1 story

Notes: This property is subdivided among several different owners, and approximately half of the spaces are vacant. However, the entire building facade requires extensive restoration, and stands in stark contrast to the well-maintained facades along the opposite side of the block, facing Center Avenue.

Property Name: Empire Furniture Building

Situs Address: 400 Block N. Fisk

Built: before 1885

Area: 9,977 sq.ft., 1 story

Notes: Half of this building is currently unoccupied. While the current stucco facade is not original, it does date to the 1940s and can be considered historic. This is one of the more attractive buildings in downtown Brownwood.



Property Name: Wells-Fargo Building

Situs Address: 308 N. Fisk

Built: before 1913

Area: 3,600 sq.ft., 2 stories

Notes: The Wells-Fargo telegraph office is the most historically significant building on this Block. Its original native stone facade remains mostly intact and the building is occupied; however, other business facades on the same block require restoration (most notably the law office located at 300 N. Fisk).

Property Name: W.C. Furniture Building

Situs Address: 300 Block N. Fisk

Built: before 1909

Area: 4,800 sq.ft., 1 story

Notes: While all of the properties on this block are occupied, all of the properties require extensive facade restoration.

Property Name: Tedford Appliance Building

Situs Address: 200 N. Fisk

Built: Unknown

Area: 5,511 sq.ft., 2 stories

Notes: This large structure still has some native stone facade intact, but the lower story needs restoration. It is currently vacant. The adjacent building at 206 N. Fisk also requires facade restoration.



Property Name: Crown Hotel and Boysen Building

Situs Address: 200 Block N. Fisk

Built: Before 1905

Area: 4,150 sq.ft., 4 stories (Crown Hotel); 2,071 sq. ft., 2 stories (Boysen Building)

Notes: The Crown Hotel is partially occupied by professional offices; however, its upper stories remain vacant. The adjacent Boysen Building (built 1880) is occupied downstairs only. Like many of Brownwood's oldest buildings, part of its native stone facade is intact, but the bottom portion requires some restoration.

Property Name: 115 N. Fisk

Situs Address: 115 N. Fisk

Built: Before 1930

Area: 3,391 sq.ft., 2 stories;

Notes: The vacant brick building located at 115 N. Fisk was built between 1923 and 1930; while it requires some facade restoration it is remarkably intact. The adjacent building at 117 N. Fisk is even older, and is currently one of the most well-preserved and attractive buildings in the downtown area. The one-story property at 109 N. Fisk requires facade restoration.

Property Name: Ingram Building

Situs Address: 125 N. Fisk

Built: 1893

Area: 12,089 sq.ft., 2 stories

Notes: The bottom floor is at least partially occupied by a gymnastics studio; however, the majority of the building is unoccupied. It also requires extensive facade restoration. Because this is one of the singular largest buildings in north downtown, it should be considered for immediate action.

Property Name: Weakley-Watson Building

Situs Address: 100 N. Fisk

Built: 1888

Area: 36,917 sq.ft., 2 stories

Notes: While this building has been continually occupied by retail business for many decades, only a small fraction of its area is utilized. The size of the building and its proximity to the Brownwood Coliseum and Brownwood Hotel give it particular interest for restoration and occupancy.

Property Name: Brownwood Hotel

Situs Address: 200 Block Fisk

Built: 1930

Area: 10,500 sq.ft., 12 stories

Notes: The iconic Brownwood Hotel is in desperate need of restoration and re-use. Vacant since 1969, it has only been partially renovated since. It was formerly used as a student dormitory for Howard Payne University, and there is some indication that Howard Payne is interested in using the building for that purpose again, if finances allow. Given this fact and the apparent reluctance of the current owner to develop or sell the building, the city should consider all possible strategies to persuade development of this building.



Property Name: Stagecoach Stop

Situs Address: 406 S. Broadway

Built: before 1885

Area: 1092 sq.ft., 2 stories

Notes: Believed to be the oldest remaining structure in Brownwood, this native stone structure is currently a private residence. The city is encouraged to seek Recorded Historic Landmark status of this building with the Texas Historical Commission to protect it from possible demolition in the future.



Property Name: 300 Pecan St

Situs Address: 300 Block N. Pecan

Built: Unknown

Area: 17,037 sq.ft., 1 story

Notes: The two structures located at 401 S. Broadway and 308 Pecan Street are old and appear to be in poor physical condition. The city should consider totally redeveloping these lots, possibly into a retail space that will complement the existing dance hall at 415 S. Broadway.





Property Name: Terminal Block Additions

Situs Address: Greenleaf Street

Built: Unknown

Area: 275,073 sq.ft., 1 story

Notes: The City of Brownwood currently owns almost all of the area between Malone and Lee, and between Greenleaf and Washington. This area is sufficiently large enough to justify its own economic study at a future date. The city might also consider the sale of this property to finance a downtown restoration grant fund closer to central downtown (the appraised value of the property alone is approximately \$577,000).

Property Name: Greenleaf St RV Park

Situs Address: Greenleaf Street

Built: Unknown

Area: 84,342 sq.ft., Undeveloped

Notes: The City of Brownwood maintains this area as a special events RV park; however, the city has expressed interest in developing it at a later date. Given that this property's current use is low-maintenance, inexpensive, and generates some revenue, it is not essential that the city redevelop it immediately.



Source: <http://www.loopnet.com/xNet/MainSite/Listing/Profile/Profile.aspx?LID=17151284>



This is only a partial list of all the properties in downtown Brownwood; each property in the area is essential to rebuilding an attractive, economically viable downtown area. Each structure and restoration project should be carefully evaluated individually.

Section III: Appendix, contains a list of all Texas Historic Commissions' *Recorded Texas Historic Landmarks (RTHL)* in Brownwood. There are thirty-one RTHL's which include six sites that are listed on the National Trust for Historic Places. The appendix includes each site's name, address, when the marker was erected, and what the marker's text reads. These markers range from people who founded Brownwood (Greenleaf Fisk and Welcome William Chandler) to significant buildings (Santa Fe Rail Road Station and Courthouse Square).

## **SWOC Analysis**

The historic resources within the City of Brownwood provide both opportunities as well as threats. Through research and site visits, the following strengths, weaknesses, opportunities, and threats have been identified for the historic resources within the City of Brownwood.

### *Strengths*

- Extensive supply of historic structures within the city limits
- Concentration of significant structures in the downtown area
- Creates a strong identity for the entire city

### *Weaknesses*

- Structures are becoming dilapidated because of neglect and general disrepair
- No protection of historic structures through city codes
- Barriers to redevelopment due to asbestos and ADA codes

### *Opportunities*

- Infill of retail and commercial buildings in the downtown area
- Adaptive reuse of vacant historic structures
- City codes for protection of historic properties

### *Challenges*

- Dilapidated structures could soon be beyond repair
- Varying weather conditions
- Vandalism because of vacancy

## Goals and Objectives

The following goals, objectives and action statements were developed to address the overall appearance and function of the City of Brownwood for the next 20 years.

Goal 1: Showcase and preserve the recognizable and unique identities of the community.

Objective 1.1: Implement a historic overlay district in the historical downtown area and historical residential neighborhoods.

Objective 1.2: Improve historical value of buildings by increasing property values 15% within the overlay districts by 2030.

Objective 1.3: Increase occupancy 25% through businesses and residences in the historic downtown area by 2030.

Objective 1.4: Continue the redevelopment emphasis on Downtown Brownwood with expanded plans and targeted assistance.

Objective 1.5: Expand the current historic designation programs to include additional areas and individual structures.

Objective 1.6: Install historic street lighting in designated residential and commercial historic districts.

Objective 1.7: Revisit development codes with the goal of removing impediments to reinvestment in older buildings and neighborhoods.

Goal 2: Investigate incentives and locate funding sources for preservation.

Objective 2.1: Investigate incentives for investment in, and preservation of, underutilized and vacant historic homes.

Objective 2.2: Investigate incentives for investment in, and preservation of, underutilized and vacant commercial structures.

Goal 3: Promote historic character of Brownwood.

Objective 3.1: Establish a Historic Landmark Commission, which oversees building applications on historic structures.

Objective 3.2: Draft and adopt historic building guidelines for public and/or private developers to follow by 2020.

Objective 3.3: Consider implementing a Downtown Historic Zoning district for further protection of the area.

Goal 4: Redevelop existing museums and historic resources to utilize them at their full potential.

Objective 4.1: Redevelop and/or restore 10% of historic museums and historic resources in Brownwood by 2030.

Objective 4.2: Expand the historic tour to view the most valuable historic structures in Brownwood, including historic homes.

## **Future Recommendations**

The following are recommendations for the city to improve the overall look and character of their historic resources.

The city should implement a historic overlay district, which will provide stronger regulatory power over these structures in order to maintain their historic character. The historic overlay will protect structures from losing their character by placing standards on future exterior and interior renovations. The overlay district should be strategically placed to protect the most valuable buildings in Brownwood. There is a possibility for the city to implement another historic overlay to protect historic homes outside of the downtown area.

The city should look at reducing the size of the actual downtown area. By reducing the size of the actual downtown area to the size of the overlay district, the development opportunities in the original downtown area as defined by Freese & Nichols will be less strict on developers and future development. This will also provide the city with a more distinct downtown core surrounded by prime land for redevelopment.

The city should draft and adopt historic building guidelines so that developers are aware of the different requirements in redeveloping historic structures. These guidelines would preserve and protect the original character of the structure. These are not meant to be a deterrent to the development, however they are meant to guide development in a way that will keep the character of the buildings intact.

The city should revisit and update the downtown master plan every five years to keep in line with ongoing development, and to address any major concerns that might arise.

## **Funding**

Funding is almost always the biggest obstacle to downtown revitalization. There are numerous ways to fund downtown renovation - either through grants, public-private partnerships, private investment, donations, and/or fundraising events. All of these have been used successfully in the past by cities of different sizes throughout Texas.

### *Matching Grants*

The City of Brownwood could implement a grant program, which provides a matching grant to downtown historic property owners to improve the façades of their buildings. Setting aside money from the general fund and only offering one or two grants per year, the matching grant would give much needed assistance to property owners while improving the overall look of the downtown area. The City of Bryan, Texas, has successfully implemented the Downtown Improvement Program which is the same as previously explained. More information on this type of grant is provided in Section III.

### *Vacancy Tax*

Brownwood has the opportunity to improve their tax base by implementing a Vacancy Tax on vacant or abandoned properties in prime commercial and retail areas. This tax would gradually increase the property tax amount owed to the city based on the period of time the structure has remained vacant and/or abandoned by 10% per year. The implementation of this tax shall coincide

with the beginning of recording vacancies. This treats all properties equally and does not try to recoup potential lost property taxes.

#### *Community Development Block Grant (CDBG)*

Administered by the United States Department of Housing and Urban Development (HUD), the CDBG program is “a flexible program that provides communities with resources to address a wide range of unique community development needs” (HUD). Beginning in 1974, the CDBG program is one of the longest continuously run programs at HUD. The CDBG program provides annual grants on a formula basis to 1,209 general units of local government and States. “Of the many different programs that the CDBG offers, the Community Renewal Initiative and the State-Administered CDBG program are most applicable to Brownwood: the former offers employment-based tax credits through the IRS, and the latter provides the State of Texas with a general grant fund to help pay for such things as infrastructure improvements, rehabilitation and re-use of buildings, planning activities, acquisition of public land, and for-profit economic development aid. The State of Texas distributes approximately \$13 million in CDBG funds to cities and urban counties annually. ([http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/comm\\_planning/communitydevelopment/programs/entitlement](http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs/entitlement), [http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/comm\\_planning/communitydevelopment/programs/stateadmin#objectives](http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs/stateadmin#objectives)).

#### *American Recovery and Reinvestment Act (ARRA) Grants*

Texas participates in the ARRA grant program. Administered by the State Comptroller's Office, this fund provides grants to Texas cities for business and economic development, housing, transportation, and workforce training. The program requirements, application process, and available funds for each category are given at: [http://www.window.state.tx.us/recovery/apply/grants\\_biz.php](http://www.window.state.tx.us/recovery/apply/grants_biz.php).

#### *U.S. Department of Commerce Economic Development Administration (EDA)*

The EDA provides investment grants for public works and economic development, planning activities, as well as technical assistance. (<http://www.eda.gov/InvestmentsGrants/Programs.xml>).

#### *Texas Main Street Program*

This program is affiliated with the National Trust for Historic Preservation, but it is administered by the Texas Historical Commission. The Texas Main Street program offers member cities a variety of services, such as organizing public and private stakeholders, marketing and promotion, urban design consulting, and economic growth opportunities. (<http://www.thc.state.tx.us/mainstreet/msdefault.shtml>).

#### *National Trust for Historic Preservation*

The National Trust for Historic Preservation offers a variety of grants and grant resources separate from the Main Street program. These include technical assistance, loan funds, and Federal tax credits. A complete listing of the services that the National Trust offers are found at: <http://www.preservationnation.org/resources/find-funding/commercial-funding.html> and <http://www.preservationnation.org/resources/find-funding/grants/>.

# 1-9 Park & Open Spaces



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## **1-9 Parks and Open Space**

### **Overview**

Parks play an important role in all communities by providing recreational opportunities and aesthetic relief in contrast to surrounding urban development. Parks also provide an economic advantage to cities by increasing property values and potentially attracting tourists. Open space provides economic benefits in the form of attracting and retaining businesses. Currently, open spaces in Brownwood do not contribute to the city; however, they could attract potential industrial complexes or businesses to the city.

In 2001, Brownwood completed its Parks, Recreation, and Open Space Master Plan (“Parks Master Plan”), with an update in 2008. This chapter of the Brownwood Comprehensive Plan intends to work in collaboration with the Parks Master Plan to proactively address current and future needs of Brownwood residents. High priority projects in the updated Park Master Plan include an outdoor pool, a baseball/softball complex, and a soccer/youth football complex. This section assesses the current availability of, and potential need for, parks and open space in the City of Brownwood. It highlights the existing facilities throughout the city and makes recommendations based on the goals and objectives of the city.

The population of Brownwood has remained steady over the last few decades. According to the 2010 U.S. Census, Brownwood has a population of 19,288. However, other populations should be considered in addition to the population of Brownwood because parks and other facilities serve as sites for tourism, sporting and special events, camps, and other occasions that attract people not currently living in the city.

Figure 9.1: View of Pecan Bayou at Riverside Park



## Park Types

The Urban Land Institute has developed some best management practices for park sizes. Table 9.1 Recreation and Open Space Standards, illustrates minimum park acreage standards by park type.

Table 9.1 Recreation and Open Space Standards

Component	Desirable Size	Acres per 1,000 Population
Mini Park	1 acre or less	.25 to .5
Neighborhood Park/Playground	15+ acres	1.0 to 2.0
Community Park	25+ acres	5.0 to 8.0
Regional/Metropolitan Park	200+ acres	5.0 to 10.0
Regional Park Reserve	1000+ acres	Variable

Source: *Urban Land Use Planning* by Berke, Godschalk, Kaiser, and Rodriguez

### Mini Park

Mini parks typically have specialized facilities to serve limited populations or a specific group. This park type usually serves an area less than a ¼-mile radius and is located within neighborhoods and other residential areas.

### Neighborhood Park

Neighborhood parks predominately serve the surrounding neighborhoods and are easily accessible by pedestrian and bicycle traffic. These parks are generally less than 10 acres in size and include playground equipment, practice fields, picnic and seating areas, shelters, and security lighting.

Figures 9.2 and 9.3: Examples of Neighborhood Parks



Source: <http://www.muelleraustin.com/parks-and-open-spaces>, <http://www.benderslandingspring.com>

### *Community Park*

Community parks are much larger than neighborhood parks and are typically between 10 and 50 acres in size. These parks serve an entire community and should have the facilities to offer both passive and active recreational opportunities. Facilities typically included in community parks are playgrounds, picnic and seating areas, pavilions, restrooms, jogging or bicycle trails, ball fields, parking, and security lighting.

Figures 9.4 and 9.5: Examples of Community Parks



Source: [http://www.pgiparks.com/About-Parks-and-Recreation/New\\_Projects/Project\\_Updates.htm](http://www.pgiparks.com/About-Parks-and-Recreation/New_Projects/Project_Updates.htm),  
<http://townofchesley.com/local-attractions/chesley-community-park/>

### *Regional Park*

Regional parks serve several neighborhoods or an entire community. These parks are typically areas of natural or ornamental quality for outdoor recreation, and are usually 50 acres or larger. Facilities in regional parks can include areas for picnicking, boating, fishing, swimming, camping, and trail uses.

### **Existing Conditions**

There are approximately 391 acres of land dedicated to parks and open space in Brownwood, consisting of 21 park and recreation areas; this grants every 1,000 residents about 19 acres of parkland. This is much greater than other Texas cities that average approximately 15.5 acres of parkland per 1,000 residents, and much greater than the national average of 2.5 acres per 1,000 residents. There are many community and neighborhood parks for the residents to use, but there is a shortage of mini parks in neighborhoods. Acquiring more land for parks is not currently a high priority for the city, but the maintenance and use of these facilities are important considerations. The city should address park distribution and accessibility in Brownwood.

There are a number of parks located within Brownwood; however, there is a lack of variety in the parks system. A tour of the parklands reveals similar facilities in local parks, including playgrounds, and baseball, softball and soccer fields. Other parks in the city have pavilions, sculptures, and retired military equipment, and are often vacant due to lack of community interest.

Many of the parks and facilities appear well maintained, but some of the existing park spaces and site elements could be improved and updated. The smaller neighborhood parks offer little activity

to residents and much of the equipment appears older. Conversely, the community parks are immaculate and offer multiple venues for activity. The city could consider improving the connections between parks through pedestrian improvements, linear parks, or greenways. There are many creeks and natural drainage areas, which could serve as the basis for these connections and would not require land acquisition. This would protect many of the environmentally sensitive areas around the city, as well as provide scenic, natural pathways through Brownwood.

Parks and open space are great assets to a city of any size. Brownwood has done well by providing its citizens a wealth of parkland to use, and has implemented a master plan to ensure maintenance and improvement of these facilities. City officials should revisit and keep this plan updated to guarantee the parks and amenities remain at the highest quality. Figure 9.1 illustrates the location of parks throughout Brownwood. In addition to other benefits of parklands in a city, the Brownwood Economic Development Corporation (BEDC) sees this as an advantage for industrial recruitment and retention. Overall, parks and open space improve quality of life and serve as a great tool to attract visitors and businesses alike.

## **Park Inventory**

### *Allcorn Park – 4<sup>th</sup> Street and Indian Creek Drive*

Allcorn Park is a 9.34-acre park located in the southern portion of the city. Sited within the park is a pavilion constructed by the Brownwood Rotary Club with four picnic tables, a 500 sq. in. grill, and a seating capacity of 76. Also included in the park is a basketball half-court, two practice baseball/softball fields, two lighted tennis courts, playground equipment, two practice soccer goals, nine picnic tables, three barbeque grills, restroom facilities, water fountains, and 36 parking spaces.

### *Bunin Park – Waco Street behind the Belle Plain Baptist Church*

Bunin Park is a small neighborhood park, 0.41 acres, located in the northwestern section of the city. Included in the park is a basketball half-court, a concrete play-wall with crawl holes at different heights, playground equipment, picnic tables, a barbeque grill, and some parking spaces.

### *Camp Bowie Sports Complex – Milam Drive and Calvert Road, adjacent to Gordon Wood Stadium*

The Camp Bowie Sports Complex is located on 70.78 acres of the former Camp Bowie military base. This complex has many recreational activities and is located on the far southern edge of the city. Included in this complex are Gordon Wood Stadium, the Camp Bowie Municipal Swimming Pool (75'x150'), four concession stands, three boys baseball fields, three girls softball fields, two teenage baseball fields, two adult softball fields, bleachers at all fields, two playgrounds, four restroom facilities, and a large parking area.

### *36<sup>th</sup> Division Memorial Park – Morris Shepherd at Burnett Road*

The 36<sup>th</sup> Division Memorial Park is located on 8.71 acres near the former Camp Bowie Military base. The park is located on the far southern edge of the city, across from the Brownwood Regional Medical Center. Included in this park are two practice baseball/softball fields, a picnic table, RV parking, and retired artillery equipment from Japan, Germany, and USA.

#### *Cecil Holman Park – Cordell and Hall Street*

Cecil Holman Park is 3.04 acres located next to Austin Avenue and is a 1974 EDA project for environmental development. This park is located near the downtown area and provides numerous amenities. These include a baseball/softball field with bleachers, Holman Pool (58'x28'), a pavilion area with four tables and a seating capacity of 76, a basketball half-court, a lighted basketball court, sand volleyball pit, a lighted tennis court, a large playground area, picnic tables, barbeque grills, benches, restroom facilities, a parking area, and the Bennie Houston Community Center. The center includes an indoor basketball/volleyball gym, a kitchen, tables, chairs, meeting rooms, and restroom facilities.

#### *Center Park – Corner of Center and East Baker*

This park is located in the downtown area, at the location of the old JC Penney building. This park has a water wall, rock seating walls, decorative plantings, and a brick patio.

#### *Coggin Park – Austin Avenue between Parkway and Roselawn*

Coggin Park is 15.15 acres located in the eastern section of the city, just south of downtown. It is another EDA project for environmental development. This park also provides a number of recreational opportunities including five lighted tennis courts, four baseball/softball practice fields, three soccer fields, a basketball court, sand volleyball pit, two pavilion areas (each with four picnic tables and a seating capacity of 38, with a 500 sq. in. covered grill), pecan orchard, large playground area, walking trail, exercise stations, picnic tables, barbeque pits, water fountains, and parking area.

#### *Fabis Primitive Park – 2 miles toward Lake Brownwood Dam on FM 2125*

Fabis Primitive Park is 22.3 acres located just outside the city towards Lake Brownwood. Fishing and a boat ramp are available during daylight hours. There is a large pecan orchard located along Jim Ned Creek.

#### *Festival Park – Milam Drive, next to the Humane Pet Center*

Festival Park is located in the southern portion of the city, adjacent to Camp Bowie Memorial Air Park and the Camp Bowie Sports Complex. It occupies approximately 25 acres and includes a volleyball area, two baseball/softball practice fields, a pavilion area with three picnic tables, and restroom facilities.

#### *Gladys Seward Park – Corner of Walnut and Houston Streets*

Gladys Seward Park is a small neighborhood park located in the northwestern area of Brownwood. It is approximately .78 acres and contains a combination basketball/tennis court, two picnic tables, a slide, swing set, a merry-go-round, two spring toys, a jungle gym, and a water fountain.

#### *Kiwanis Park – Corner of West Baker and Romines*

Kiwanis Park is located just outside the downtown area towards the north. This park is 1.95 acres and includes two practice baseball/softball fields, a soccer field, and parking.

#### *Lettbetter Park – Sharp Street between Milton and Washington*

Lettbetter Park is a small park located just east of the downtown area. It is approximately .5 acres and includes playground equipment, picnic tables, water fountain, and parking.

#### *Margaret and Stuart Coleman Plaza – East Adams*

The Margaret and Stuart Coleman Plaza is located on the southeastern edge of the downtown area between the Adam Street Community Center and the Brown County Chamber of Commerce. It is approximately 2.3 acres and includes a brick paved plaza with stage area, electrical hook ups, and Retired Train 1080.

#### *Mayes Park - Corner of Vincent and Austin Avenue*

Mayes Park is 1.95 acres and is located in the eastern area of the city, next to East Elementary School. Included in this park are a Little League baseball field, a practice baseball field, bleachers, two practice soccer goals, restroom facilities, and parking.

#### *Riverside Park – East Commerce*

Riverside Park is a large park, approximately 46.43 acres, located adjacent to Pecan Bayou in the northeastern section of the city. Facilities in this park include a large playground area, a sand volleyball court, a boat ramp, nature trail, picnic tables, barbeque pits, restroom facilities, RV hookups, a large pavilion, which seat 240 people and has a 720 square inch grill. In 2005, the Recreation Trails Program of the Texas Parks & Wildlife Department helped fund the one mile by eight-foot wide concrete walking trail, the 7/10<sup>th</sup>-mile nature trail, and new restrooms. The Havin's unit helped with in-kind labor.

#### *Snider Park – Corner of 11<sup>th</sup> Street and Avenue I*

Snider Park is a small park located in the center of the city and was donated to the city by Dr. Robert Snider in September 1991. It is approximately .40 acres in size and includes playground equipment, a picnic table, barbeque pit, and parking.

#### *Taber Park – Corner of Vincent and Avenue I*

Taber Park, also known as Vincent Street Park, is a small park located on the eastern edge of the city. It is approximately .25 acres in size.

#### *Thomason Park – Corner of Avenue B and 12<sup>th</sup> Street*

Thomason Park is located on the western edge of the city and is about 2.07 acres in size. Facilities in this park include playground equipment, two practice softball/baseball fields, a large open space for flag football, four practice soccer goals, a picnic table, barbeque pit, and parking.



### *Trigg Park – Bluffview Drive*

Trigg Park is a large park located in the far western area of the city, next to Northwest Elementary. It is 10 acres in size and includes four practice baseball/softball fields, six practice soccer goals, a playground area, a large open area, picnic tables, barbeque pit, and parking.

### *Wiggins Park – Corner of Victoria and Edward Street*

Wiggins Park is located on the western edge of the downtown area and is a 1974 EDA project for environmental development. It is approximately 2.5 acres in size and includes a Mexican-style pavilion with picnic tables, a seating capacity of 32 with a 320 square inch grill, Wiggins Pool (80'x44'), a plaza area, a basketball half-court, a practice baseball/softball field, four practice soccer goals, a playground area, picnic tables, benches, and a barbeque pit. (Source: City of Brownwood website, <http://www.ci.brownwood.tx.us/Parks/parkindex.htm>).

Table 9.2 Brownwood Parks and Facilities

	Park List	Acreage	Baseball/S oftball Fields	Soccer Goals	Tennis Court	Basket ball Court	Half- Basketball Court	Sand Volleyball Pit	Pavilion	Playground	Picnic Tables	BBQ Pits	Swimming Pool	Concession Stands	Restrooms	Parking	RV Hookups	Walking Trails	Fishing
1	Alcorn Park	9.34	2	2	2	-	1	-	1	O	O	O	-	-	O	O	-	-	-
2	Bunin Park	0.41	-	-	-	-	1	-		O	O	O	-	-	-	O	-	-	-
3	Camp Bowie Sports Complex	70.78	10	-	-	-	-	-		O	-	-	-	O	O	O	-	-	-
4	Memorial Park	8.71	2	-	-	-	-	-		-	O	-	-	-	-	-	O	-	-
5	Cecil Holman Park	3.04	1	-	1	1	1	1	1	O	O	O	O	-	O	O	-	-	-
6	Center Park	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
7	Coggin Park	15.15	4	3	5	1	-	1	2	O	O	O	-	-	-	O	-	O	-
8	Fabis Primitive Park	22.3	-	-	-	-	-	-		-	-	-	-	-	-	-	-	-	O
9	Festival Park	25	2	-	-	-	-	1	1	-	-	-	-	-	O	-	-	-	-
10	Gladys Seward Park	0.78	-	-	1	1	-	-	-	O	O	-	-	-	-	-	-	-	-
11	Kiwanis Park	1.95	2	1	-	-	-	-	-	-	-	-	-	-	-	O	-	-	-
12	Lettbetter Park	0.5	-	-	-	-	-	-	-	O	O	-	-	-	-	O	-	-	-
13	Margaret & Stuart Coleman Plaza	2.3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
14	Mayes Park	1.95	2	2	-	-	-	-	-	-	-	-	-	-	O	O	-	-	-
15	Riverside Park	46.43	-	-	-	-	-	1	1	O	O	O	-	-	O	O	O	O	O
16	Snider Park	0.4	-	-	-	-	-	-	-	O	O	O	-	-	-	O	-	-	-
17	Taber Park	0.25	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
18	Thomason Park	2.07	2	4	-	-	-	-	-	O	O	O	-	-	-	O	-	-	-
19	Trigg Park	10	4	6	-	-	-	-	-	O	O	O	-	-	-	O	-	-	-
20	Wiggins Park	2.5	1	4	-	-	1	-	1	O	O	O	O	-	-	-	-	-	-

Source: Derived from data on the Brownwood City website, <http://www.ci.brownwood.tx.us/>

## SWOC Analysis

A SWOC analysis is a tool commonly used to identify the current strengths, weaknesses, opportunities, and threats. The City of Brownwood should consider itself an organization in competition with adjacent cities and with forces larger than cities—such as the state or national economy. This chapter uses a SWOC analysis to summarize the comparative strengths, weaknesses, opportunities, and threats related to parks and open space in Brownwood. Following are the results of the SWOC analysis.

### *Strengths*

- Many existing parks throughout the city
- Quality parks and facilities
- Existing Parks Comprehensive Plan
- Active and involved community

### *Weaknesses*

- Little variety in park amenities
- Some parks receive less
- Lack of neighborhood and mini parks

### *Opportunities*

- Pedestrian and infrastructure improvements
- Acquisition of vacant properties and other open spaces
- Park sponsorship and dedications

### *Challenges*

- Lack of available funding
- Park maintenance and improvement costs

## Goals and Objectives

**Vision:** To foster a harmonious relationship between protecting significant environmental resources and physical development, while providing diverse recreational opportunities.

**Goal 1:** Promote, enhance, and maintain Brownwood as a hub for the enjoyment of outdoor life and recreational activities.

Objective 1.1: Promote and market Brownwood/Lake Brownwood/Pecan Bayou as a place for hiking, biking, kayaking, and other recreational opportunities.

Objective 1.2: Develop specialty parks in existing or future parks (skate park, dog park, Frisbee golf, covered basketball pavilion).

Objective 1.3: Utilize existing stream corridors as places for recreational opportunity.

Policy 1.3.1: Implement conservation easements to protect significant natural resources from development.

Policy 1.3.2: Adopt buffer spaces around natural watercourses and other bodies of water.

- Goal 2: Expand and improve the existing parks and recreation facilities.
- Objective 2.1: Complete the soccer/youth football complex by 2015.
  - Objective 2.2: Redevelop the area between Gordon Wood Stadium and the Sports Complex.
  - Objective 2.3: Develop a running trail around the Sports Complex.
  - Objective 2.4: Complete the Indoor Recreation and Wellness Center by 2015.
  - Objective 2.5: Review the Parks Master Plan yearly and update every 3-5 years.
    - Policy 2.5.1: Perform yearly assessments of the city's parks, their conditions, and any necessary improvements.
  - Objective 2.6: Examine potential park locations in the minority and low-income segments of the city.
    - Policy 2.6.1: Reduce the amount of vacant land in the city limits and utilize some of it as potential parks.
    - Policy 2.6.2: The city should repossess tax-delinquent properties for use as potential future parkland.
- Goal 3: Increase the interconnectivity between existing parks.
- Objective 3.1: Develop safe routes for pedestrian and bicycle traffic.
    - Policy 3.1.1: Improve existing pedestrian and bicycle infrastructure (sidewalks, crosswalks, intersections).
  - Objective 3.2: Add four miles of walking/jogging/biking trails throughout the city's neighborhoods by 2015.
  - Objective 3.3: Utilize existing waterways as pedestrian greenways.
    - Policy 3.3.1: Implement buffer spaces around natural watercourses and other bodies of water.
    - Policy 3.3.2: Acquire conservation easements around the creeks, water channels, and other waterways throughout the city.
- Goal 4: Improve the aesthetic appearance of city neighborhoods, both existing and proposed.
- Objective 4.1: Adopt landscaping requirements to regulate aesthetics and maintenance of public and private landscapes.
    - Policy 4.1.1: Develop a landscape ordinance that ensures consistent development for all new developments and neighborhood revitalizations.
    - Policy 4.1.2: Promote homeowner's associations throughout the city to maintain and enforce landscaping codes and regulations.
  - Objective 4.2: Update zoning and subdivision regulations for the integration of parks and open space into neighborhoods.
    - Policy 4.2.1: Require that all new developments include park dedications relative to the development's increase in population.
    - Policy 4.2.2: Include park standards from the Urban Land Institute or the National Recreation and Parks Association into the city's subdivision regulations.
- Goal 5: Identify sources of parkland acquisition and development funds.
- Objective 5.1: The City of Brownwood should acquire tax delinquent or vacant properties.
    - Policy 5.1.1: Locate tax delinquent properties within the city and identify owners of vacant properties.
    - Policy 5.1.2: Approach owners of vacant properties about selling or gifting the property to the city in return for park naming or other benefits.

Objective 5.2: Obtain undevelopable land around the city's natural waterways.

Policy 5.2.1: Acquire conservation easements around the creeks, water channels, and other waterways throughout the city.

Objective 5.3: Identify potential recreation development funds (cash, in-kind contributions, grants, matching funds, public-private partnerships) from the following organizations:

- i. Texas Parks and Wildlife Department (TPWD)
- ii. Brown County
- iii. Lower Colorado River Authority
- iv. Brownwood Chamber of Commerce
- v. Texas Utilities
- vi. Civic Groups
- vii. Local Businesses
- viii. Brownwood ISD
- ix. Foundations

## Recommendations

Brownwood has over twenty parks in addition to an abundance of open space. These undeveloped parcels amount to a large amount of acreage, and are predominantly located in the southern portion of the city. The city could examine the location of these properties and consider acquiring them. Small lots could be converted into mini parks, which would provide greater access to park facilities for all neighborhoods in the city. In addition, these parcels could be left undeveloped to serve as a land bank for future development. The undeveloped parcels could be used for future parks, residences, or industrial developments as the city continues to grow.

The city could improve its overall parks system by including other passive park types or elements, such as the inclusion of walking trails, a Frisbee golf course, a dog park, splash pads, or more benches and sheltered places to rest. These park types and elements could be used year-round and require little to no additional maintenance costs. By adding these recreational facilities, the city would be able to offer experiences to residents or visitors unique to Brownwood. This could promote inter-city travel and serve as host locations for future city events. However, the first step is to begin examining the parks as a true system instead of individual units; the city must work to improve the connectivity between the parks, neighborhoods, and other areas of the city.

Accessibility to parks is often a problem. There are a number of parks scattered throughout Brownwood that are inaccessible by foot or bicycle. Park accessibility can be increased through the addition of walking and bike paths that connect these various parks. These improvements can be added to existing infrastructure with minimal cost. By implementing these pedestrian

and bike paths the city would interconnect their parks, potentially increase park use, and improve the quality of life for the residents.

Figure 9.6: Examples of Bike paths



Source: <http://kiosk.ucsb.edu/Citizenship/BikeBasics.aspx>

Additionally, there is a fair amount of environmentally sensitive land in and around the city. The best practice would be to ensure these parcels remain undeveloped. These areas include native streams, creeks, and other water channels throughout the city, as well as other important ecological systems. To preserve the ecological heritage of the community, the city should establish them as parklands.

Brownwood could market itself to incoming citizens, tourists, and businesses by taking advantage of its location and the environment surrounding the area. Lake Brownwood is a resource that most cities in this area of Texas do not have. This resource can be used to Brownwood's advantage. Lake Brownwood has a wide variety of environmental attractions, and the city is only located 10 miles away. Some of the most popular activities include camping, hiking, boating, fishing, hunting, water skiing, swimming and bird watching. Some of the most prominent wildlife in the area includes white-tailed deer, ducks, armadillos, and raccoons. The City of Brownwood should use Lake Brownwood to promote the city. It can serve as a host location for city functions and activities. The City of Brownwood should market this great resource to any companies, universities, and citizens who wish to come to the city. This would increase population growth, economic stability, and social capital within the area.

The residents of Brownwood have a penchant for sports and recreation, as can be seen through the extensive collection of parks and sport facilities. To ensure the continued prosperity of the parks, it is highly recommended that Brownwood establish a parks district, either freestanding or as part of a larger tax increment reinvestment zone. The funds generated could finance maintenance, improvement, and development of existing and future parks. Grants are another good source of funding, but most are currently unavailable (2011). However, when the economy strengthens and grants are made available, funds gathered from the parks district could be used as matching funds. This will relieve some of the burden of the city, as the increase in taxes will be used to finance park improvements, and potentially raise property values.

## **Funding**

Funding is a critical issue for many cities wanting to initiate or develop projects aimed at enriching the community. One of the easiest ways to get funding is through matching grants offered through state and federal organizations. For parks related funding, The Texas Parks and Wildlife Department (TPW) offers numerous grants for both indoor and outdoor recreational projects, small community, recreational trail, and many other grants. The Outdoor Recreation Grant provides up to \$500,000, with the city matching 50% for the creation of trail systems. This grant has two application periods, August 1<sup>st</sup> and March 1<sup>st</sup>. Another option is the Small Community Grant, which has an application every March 1<sup>st</sup> and gives up to \$75,000 with the city matching 50%. At the time of this report, all TPW grants are suspended except for the recreational trails grant. Recreation grant availability and application information is available at the following website: <http://www.tpwd.state.tx.us/business/grants/trpa/#outdoor>.

The United States Department of Agriculture, through the United States Forest Service, runs an Urban and Community Forestry Program. This program provides financial assistance to plan for, establish, manage, and protect trees, forest, green spaces, and related natural resources in and adjacent to cities and towns. Brownwood can top some of these funds to manage and protect existing native tree species, open space, and natural resources.

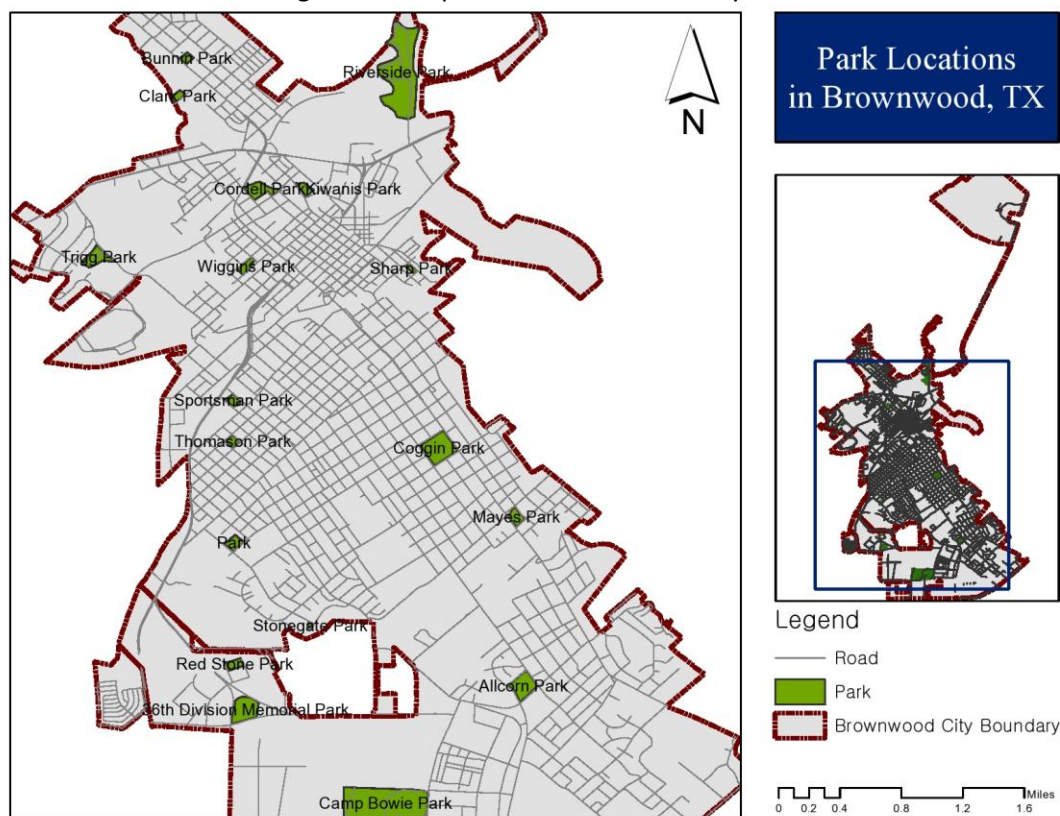
In addition to grants, Brownwood could establish parks districts or tax increment reinvestment zones to fund park projects. This application would raise taxes for the property owners, but the



increase in taxes would fund improvements in the community. In many of Brownwood's neighborhoods, parks are the outstanding feature, and the areas surrounding the parks need maintenance and improvements. These funds could be used to improve the connectivity issues found throughout the city and could develop Brownwood's parks into a true, interconnected system. Funds acquired through these special districts could also be applied to recreational programs serving the community.

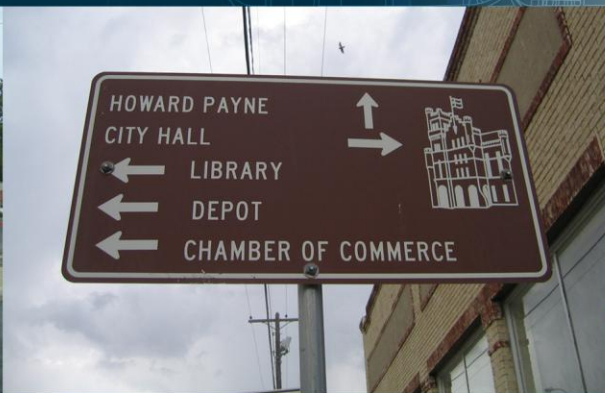
Unlike other cities, Brownwood has ample amounts of parkland. This is a benefit for the city because it does not need additional funds for parkland acquisition. The dominant financial need for the city's parks relates to maintenance. These actions generally do not require additional funds because these functions should be part of the city's operational and maintenance budget. To offset these costs, the city can seek private donations for local recreation or tourism targeted projects through community fund-raising campaigns. These types of projects could potentially gain assistance from major employers, businesses, associations, clubs and neighborhood groups in the city. The city can also work with contact representatives of Brown County, the Lower Colorado River Authority, local businesses, community, or school groups to contribute in-kind services or partnerships with the city. This alleviates some of the burden of the city's Public Works and maintenance staff, and builds a sense of community and gets people involved with their neighborhood.

Figure 9.7 Map of Brownwood Parks System



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# 1-10 Municipal Facilities and Services



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## **1-10 Municipal Facilities and Services**

### **Overview**

This chapter will discuss the considerations of various city services including police, fire and emergency services, technology, and public works. It will also cover the existing facilities Brownwood has to offer for retail and entertainment venues. It is important to maintain and improve city services so that the City of Brownwood can continue to offer efficient and professional services to its citizens.

Infrastructure is an important aspect for a city to ensure the public's health, safety and welfare. In Brownwood, infrastructure is comprised of water, electricity, sanitary sewer, and street lighting. Currently, Brownwood is providing adequate infrastructure supply for developments located within the city, as well as for future developments.

Brownwood is currently in the process of upgrading their existing sewer infrastructure by using trenchless technology to replace the old clay sewer mains. This is being taken into consideration when analyzing current and future sewage needs.

Brownwood has remained relatively steady in both its population and geographic area over the past few decades. Currently the population of Brownwood is 19,288 according to the 2010 census. This figure only accounts for residents within the city limits of Brownwood and does not take into account people living in the county or visitors to the city. This can influence the needs and facility requirements because Brownwood emergency services are often provided for residents living outside the city limits. The current trend of city growth should not have major impacts on the public and civic facilities and services offered by the City of Brownwood.

### **Existing Conditions**

#### *Water*

Currently, the City of Brownwood purchases water from the Brown County Water Improvement District #1 (BCWID #1), which provides water to the cities of Brownwood, Early, Bangs, and developments around Lake Brownwood. Brownwood currently has first rights to all water provided by the BCWID #1 through a contract and the district has an adequate water capacity for the city.

#### *Electricity*

The City of Brownwood currently purchases electric power from Oncor, Texas' largest regulated electric delivery company. Oncor and the City of Brownwood have both done an excellent job of ensuring that every development in the city receives adequate electrical power.

#### *Crime*

Studies indicate that for violent and non-violent crimes, there has been a decline in the number of instances over the last decade for both Brownwood and Brown County. This trend can be seen in Table 10.1. When comparing the number of crimes reported in 1999 to 2009, most types of crime have been reduced with the exceptions of murder, robbery, and arson. These do show an increase,

but is within the standard deviation for each type of crime based on the values for the entire ten-year period. Overall, Brownwood has a remarkably low crime rate.

Table 10.1: Brownwood Crime Statistics by Offense, 1999-2009

Type	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
<b>Murders</b>	0	0	1	0	0	2	1	0	0	0	2
per 100,000	0.0	0.0	5.2	0.0	0.0	10.2	5.1	0.0	0.0	0.0	10.5
<b>Rape</b>	15	7	16	15	23	14	8	18	11	5	0
per 100,000	76.9	34.1	83.2	76.3	118.6	71.3	40.4	89.5	55.5	25.5	0.0
<b>Robberies</b>	5	16	7	11	14	11	12	14	12	5	7
per 100,000	25.6	78.0	36.4	56.0	72.2	56.0	60.6	69.6	60.5	25.5	36.6
<b>Assaults</b>	115	189	211	193	84	60	61	96	90	77	79
per 100,000	589.4	921.7	1096.7	982.2	433.2	305.4	308.3	477.1	454.1	392.9	413.3
<b>Burglaries</b>	273	264	304	288	309	257	206	284	174	179	175
per 100,000	1399.1	1287.5	1580.0	1465.6	1593.6	1308.2	1041.1	1411.5	877.9	913.4	915.5
<b>Thefts</b>	801	958	890	915	1001	1183	890	800	700	625	615
per 100,000	4105.2	4672.0	4625.8	4656.5	5162.5	6021.9	4497.9	3976.1	3531.8	3189.3	3217.4
<b>Auto Thefts</b>	41	105	115	156	124	56	49	39	43	27	24
per 100,000	210.1	512.1	597.7	793.9	639.5	285.1	247.6	193.8	217.0	137.8	125.6
<b>Arson</b>	2	6	7	4	1	3	4	1	1	2	3
per 100,000	10.3	29.3	36.4	20.4	5.2	15.3	20.2	5.0	5.0	10.2	15.7

Source: CityData.com

## Sewer

Brownwood is utilizing trenchless technology to replace the older and failing clay-based sewage system. Brownwood has roughly 50 miles of pipe to replace and is proceeding at roughly 2 miles per year. Thus, one of Brownwood's biggest infrastructure goals is to continue with the replacement of the sewer lines.



## Lighting

A street lighting survey was conducted for the City of Brownwood. The preliminary findings were that the majority of the areas with poor street lighting are in residential neighborhoods. Below is a list of observations made during the survey.

- Street lighting conditions tend to be poor in residential neighborhoods throughout the city, regardless of whether these neighborhoods consist of low income housing or middle to upper income housing.
- There were a few streets that were noted to have absolutely no lighting at all during the survey; examples are Good Shepherd Drive and Monterey Street.
- In other places within the residential areas, street lights were found mainly at the intersections of roads; thus there is roughly one street light per city block.

Figure 10.1: Typical Dim White Street Light



- Street lights in residential areas typically consist of dim white lights, which are mercury vapor lights. Many of the streetlights were also hidden by a canopy of tall-matured trees, thus producing much less illumination than typical.
- Another place that needs better lighting is the intersection of Coleman Street, 4<sup>th</sup> Street and Main Street. During the survey, the surveyor experienced difficulty navigating through this intersection due to the poor illumination. Since this is an intersection that has three roads meeting as well as railway tracks crossing the roads, the area must be well lit in order to prevent potentially serious collisions.
- Downtown and major arterial roads in Brownwood are well lit as compared to the residential areas. Examples of arterial roads include Austin Avenue and Commerce Street.

The roadways listed below are the streets found to be either requiring more lights in addition to those already in place, or currently do not have any streetlights at all. The location of each street can be found in Figure 10.2 by looking at the number that corresponds to it. For example, Greenway Street corresponds to the number 9. The streets are divided into two categories: the first will address streets that have existing streetlights on them but could use additional lighting, and the second will be streets that have little to no existing streets lights. Please note that this survey represents only a partial street light assessment and does not include the entire city. This survey represents the major area of the city south of the railroad tracks and does not include the

neighborhoods north of the tracks. This area is in great need and could be improved by adding additional street lighting, but specific locations and recommendations are not currently available.

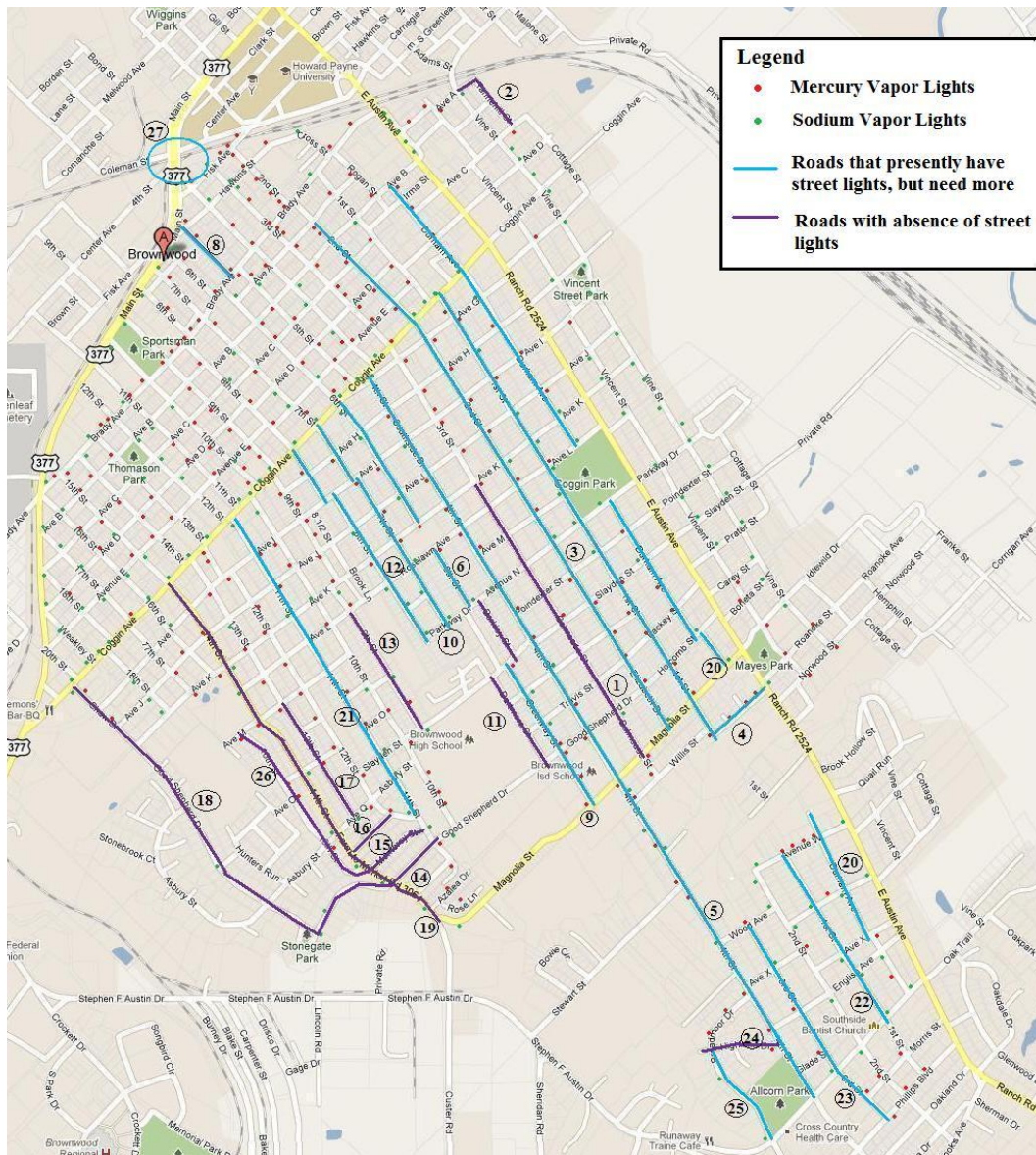
*Streets with Some Existing Street Lighting*

- 2nd Street/Elizabeth Drive
- 1st Street/Willis Street
- 4th Street
- 6th Street
- 5th Street
- Greenway Street
- 7th Street
- 8th Street
- 9th Street
- 14th Street
- Durham Avenue
- 11th Street
- 1st Street
- 3rd Street
- Broadmoor Drive
- Intersection of 4th Street, Coleman Street and Main Street

*Streets with Minimal Street Lighting*

- Belmeade Street
- Tannehill Street
- Berkeley Street
- Dartmore Street
- Good Shepherd Drive
- Monterey Street
- Monticello Drive
- 13th Street
- Shaw Drive/Good Shepherd Drive
- Highland Drive
- 16th Street

Figure 10.2: Locations of Street Lights



Source: www.google.com

## Inventory of Public Facilities

### *Adam Street Community Center – 511 East Adams Street*

The Adam Street Community Center has three areas that can be rented and used for events. It includes one 800 square foot (sq. ft.) room, a 600 sq. ft. kitchen area (including 2 refrigerators/freezers, 3 ovens, 2 microwaves, an ice machine, a dish washer, can opener, and a coffee maker), and a 3,200 sq. ft. auditorium area (including a sound system, baby grand piano, and a small stage). Also included in this facility are a full podium, half podium, overhead projectors, projection screens, 6 rectangular tables, 5 round tables, and chairs.

#### *Depot Civic and Cultural Center – 600 East Depot*

The Depot Civic and Cultural Center includes a 2,600 sq. ft. ballroom, one kitchen area (including 1 commercial refrigerator, 1 small chest freezer, 2 ovens, 1 warmer, and 2 microwaves), a 1,140 scale room, a 950 sq. ft. room and a 600 sq. ft. end room. Also included in this facility are a full podium, an overhead projector, a projection screen, a small stage, portable sound system, 6 rectangular tables, 5 round tables, and chairs.

#### *Park Pavilions*

Allcorn Pavilion – Fourth and Indian Creek

Cecil Holman Pavilion – Cordell and Hall Street

Coggin I Pavilion – Roselawn and Austin Avenue (closest to Austin Avenue)

Coggin II Pavilion – Roselawn and Austin Avenue (closest to First Street)

Festival Pavilion – 3200 Milam Drive

Riverside Pavilion – 1100 Riverside Drive

Stuart Coleman Pavilion – 600 East Depot

Wiggin Pavilion – Victoria and Edwards Street

#### *Camp Bowie Gym – 3210 Milam Drive*

Available for volleyball and basketball only.

#### *Brownwood Coliseum – 500 East Baker*

Brownwood Coliseum has a Main Arena and Balcony Area. The Main Arena is 126 feet in diameter and has 12,600 sq. ft. of floor space. The Balcony Area contains 2,961 balcony seats surrounding the Main Arena. Also included in this facility are 8' banquet tables, 5' round tables, metal chairs, 4'\*8' stage tables, a basketball/volleyball floor with goals and locker rooms, a sound system, a 48 channel lighting system, pipes/drapes for booths, and curtains suspended from the ceiling.

#### *Coliseum Annex – 110 South Greenleaf*

The Coliseum Annex includes a 2,000 sq. ft. dining room and a 1,800 sq. ft. game room.

#### *Bennie Houston Recreation Center – 505 Cordell*

The Bennie Houston Recreation Center is open Monday thru Friday from 1 PM to 9PM. Basketballs, table games, and educational computers are available for use at this facility. This recreation center includes a 1,400 sq. ft. front lobby, a 700 sq. ft. kitchen area, a 600 sq. ft. stage, and a 4,850 sq. ft. gym area. The gym facility has a tile floor with two regular goals and four 8' youth goals. Also included in this facility is 1 refrigerator/freezer, 1 oven with cook top, 1 microwave, a sound system, 6 banquet tables, plastic chairs, and three computers.

#### *Lehnis Railroad Museum – 700 East Adams*

The Martin and Francis Railroad Museum is located on the eastern edge of the downtown area and is across the street from the historic Brownwood Santa Fe Depot and Fred Harvey House. The museum highlights historic railroad exhibits from Brownwood, Central Texas, and the American Southwest. A conference/AV room is also located in the Lehnis Railroad Museum, which can seat 65 people. Included in the conference room are 7 round tables, 3 rectangular tables, 64 chairs, a projector, a TV, and a DVD/VCR player.

#### *Camp Bowie Aquatic Center – 3201 Milam Drive*

The Camp Bowie Family Aquatic Center is located on land of the former Camp Bowie military base in the southern portion of the city. This center includes a slide tower, water geysers, a tot slide, umbrellas, a pavilion, four lap lanes, a diving board, beach entry, a current channel, a concession stand, bathhouse, and small lockers. It is located across the street from Gordon Wood Stadium. This pool has a capacity of 424 people and requires eight lifeguards to be on duty.

#### *Brownwood Public Library – 213 South Broadway*

The Brownwood Public Library Association is chartered by the State of Texas as a nonprofit corporation, but receives the bulk of its funding from the Cities of Brownwood, Early, Bangs, and Brown County. An eleven-member board of trustees appointed to three-year terms by the Brownwood City Council governs the association. A professional librarian directs the library. Services at the Brownwood Public Library include nine computer terminals, approximately 75,000 books, newspapers, magazines, and a Genealogy Section. Additionally, the library also has programs for children that include Story Time and a Summer Reading program.

#### *Police Department – 105 West Commerce*

The Brownwood Police Department strives to be a values driven organization. Their mission is to collaborate with the citizens of Brownwood to provide a safe environment and enhance their quality of life through professional police practices. The police department is part of the community and the community is a part of the police force. (Source: City of Brownwood website, <http://www.ci.brownwood.tx.us/Parks/facilitylist.htm>).

### **Fire Department and Emergency Services**

The mission of the Brownwood Fire Department is to minimize the loss of life and damage to property and the environment resulting from fires, medical emergencies, rescues, and disasters through fire suppression, medical services, prevention, education, and other related emergency and non-emergency activities. The department responds to calls from two fire stations. Brownwood Fire-Rescue response area includes the City of Brownwood and Brown County, covering over 900 square miles. The department responds to all structure fires, vehicle accidents, hazmat emergencies, wild land fires, and rescue emergencies. The department also provides Medical First Response for medical emergencies within the City of Brownwood.

## **Wastewater Services**

The purpose of the wastewater treatment facilities is to treat all wastewater from domestic, commercial and industrial customers including the City of Early to an optimum level, while meeting all state, federal and local requirements of treatment and to implement an Industrial Pretreatment Program as required by permit for the lowest cost to the customers of the City of Brownwood. Brownwood Wastewater Services also strives to build and maintain a collection system to collect and transport all domestic, commercial and industrial sewage including flows from the City of Early and deliver to the City of Brownwood Wastewater Treatment Plant in a safe and efficient manner while remaining in compliance with all state, federal and local regulations at the lowest possible cost to the customers of the City of Brownwood.

## **SWOC Analysis**

The City of Brownwood must think of itself as an organization in competition with other adjacent cities and with forces larger than cities—such as the state or national economy. This chapter uses a SWOC analysis to summarize the comparative strengths, weaknesses, opportunities, and threats related to Brownwood Municipal Services and Facilities. The results of the SWOC analysis are listed below.

### *Strengths*

- Many facilities available for rent
- Current initiatives to update aging facilities and infrastructure
- Adaptive and engaged staff and officials
- Community involvement

### *Weaknesses*

- Lack of street lighting
- Aging facilities and infrastructure
- No reimbursement contact for emergency services that the city is currently providing to areas outside its city limits

### *Opportunities*

- City owns many lots and structures in the downtown area
- Special Assessment Districts
- Capital Improvements Program
- Possibility to implement new or renegotiate existing service contracts

### *Challenges*

- Slow economy
- Lack of available funding through state or federal grants
- Competition from nearby communities



## Goals and Objectives

Goal 1: Assess all public facilities to ensure they are safe, structurally sound, and available for use or rental.

Objective 1.1: Inspect all municipally owned structures to ensure structural stability and safety for users.

Policy 1.1.1: Make any renovations necessary that will enable all municipal owned structures to be used or rented.

Policy 1.1.2: Construct new or remodel existing facilities for the fire department to bring the facilities up to modern standards.

Objective 1.2: Assess all municipal owned structures as to their essential need by the city and possible best use of the property(s).

Policy 1.2.1: Develop plans to revitalize and increase public use areas in the downtown area.

Policy 1.2.2: Redevelop or sell some of the excess city-owned property to finance other development projects.

Goal 2: Maintain the current level of infrastructure supply, and provide efficient capacity for future growth and development.

Objective 2.1: Replace existing water and sewer infrastructure.

Policy 2.1.1: Replace a minimum of one mile per year of 2" steel and 6" cast iron lines.

Policy 2.1.2: Replace failing sewer collection mains utilizing pipe-bursting technology at rate of two miles per year.

Objective 2.2: Upgrade wastewater treatment plant.

Policy 2.2.1: Upgrade the headworks to include increased screening and high flow capacities.

Policy 2.2.2: Replace existing primary clarifiers with modern technology.

Policy 2.2.3: Replace failing slide gates at multiple locations in the wastewater plant.

Objective 2.3: Ensure that current monitoring technology is employed to keep utility services modern.

Policy 2.3.1: Update metering system with fixed network reading and new meters.

Policy 2.3.2: Expand computer system that monitors water distribution, wastewater collection, and wastewater treatment.

Policy 2.3.3: Upgrade sewer camera system to current standards.

Goal 3: Improve the technological presence and capabilities of the city.

Objective 3.1: Ensure that city technology systems are safe and modern.

Policy 3.1.1: Upgrade network equipment every 5 years, including: servers, routers, switches, firewalls, printers, and pcs.

Policy 3.1.2: Keep software updated to the latest versions and that all applicable patches are applied, including the latest versions of anti-virus software, Internet and e-mail firewalls, and server OS.

Objective 3.2: Ensure systems are adequately maintained.

Policy 3.2.1: Increase IT support staff and keep current staff current on technology training.

Policy 3.2.2: Maintain a standard set of hardware and software to support the needs of the city.

- Policy 3.2.3: Implement a new backup system for all network devices.
- Objective 3.3: Explore and create new ways to make technology accessible in the community.
  - Policy 3.3.1: Explore new ways of increasing network bandwidth for city's network.
  - Policy 3.3.2: Create public use Wi-Fi "Hot Spots" for wireless internet.
  - Policy 3.3.3: Install public access computers at the Library.
- Objective 3.4: Explore and create new ways to use technology to achieve better communication.
  - Policy 3.4.1: Redevelop city website to ensure it remains modern and attractive to businesses and citizens.
  - Policy 3.4.2: Utilize social media and related technology to better communicate with the citizens and make city services available online.
  - Policy 3.4.3: Explore ways for people to pay bills and obtain permits online.
  - Policy 3.4.4: Provide an online forum for people to post current events, voice complaints, or make suggestions.

Goal 4: Maintain and promote efficient, viable, and professional public services.

- Objective 4.1: Assist the Brownwood Police Department to achieve "Recognized" status through the Recognition Program of the Texas Police Chief's Association.
- Objective 4.2: Develop programs, projects, services, and initiatives aimed at crime prevention within the community, especially for drug trafficking and other related offenses.
- Objective 4.3: Increase participation in community events and other interactions with the public to improve the area of community policing.
- Objective 4.4: Develop a plan for reimbursement of city services outside of the city limits.
  - Policy 4.4.1: Review current contracts and establish new ones for Public Services where needed.
  - Policy 4.4.2: Consider and take appropriate action on establishing an Emergency Services District.
- Objective 4.5: Develop a comprehensive plan for replacement or repair of equipment that ensures services are always employing modern technology.

## Recommendations

The city has begun to resolve the weaknesses in its current service systems. Major improvements are underway to improve and replace the existing sewer system. The trenchless pipe replacement technique should be evaluated, and progress should be monitored to ensure this task will be completed in a timely manner and is adequate to the city's needs. Discussions and meetings should be held regularly with the heads of staff for the city departments to ensure they can maintain service standards into the future with their current assets, and what would be required if they cannot.

Brownwood has many existing facilities that are available to rent and offers many opportunities and spaces for the citizens to gather. The city also owns many other buildings, especially in the downtown area, which could be renovated or sold to finance other development projects.

One major issue with these recommendations involves funding. Many of the projects and improvements related to municipal services are costly and can take a long time to implement. In

order to alleviate some of these cost issues, the city should develop a Capital Improvements Program (CIP). In a CIP, municipal projects and improvements can be prioritized, evaluated, and scheduled relative to the needs of the city. The city can then utilize the CIP to design a budget to plan spending over a set number of years to pay for large improvements such as equipment and infrastructure.

## **Funding**

In addition to developing a CIP, there are a number of government and federal grants to assist in municipal service improvements. Grants must be individually assessed due to the restrictions and stipulations required to qualify. Currently, a number of grants have been discontinued due to the economy, but should be checked regularly should they become available again. These grants include funding from both state and federal organizations as well as from other non-governmental organizations.

There are a number of infrastructure-related grants that are offered through the Environmental Protection Agency (EPA), the Department of Housing and Urban Development (HUD), Texas Commission on Environmental Quality (TCEQ), and the United States Department of Agriculture (USDA). These agencies provide not only the funding, but the means for communities to improve. Many of these state and federal organizations offer programs and services that provide technical assistance and expertise to assist communities.

There are also a number of other organizations that provide grants for the development and improvement of individual departments and services. Some relevant sources of funding include but are not limited to:

- Assistance from Texas Forest Service
  - <http://txforestservation.tamu.edu/main/default.aspx>
  - The Texas Forest Service offers grants and other assistance especially for fire departments, conservation education, and supportive resources
- National Rifle Association (NRA) Foundation Grants
  - <http://www.nrafoundation.org/>
  - The National Rifle Association Foundation provides grants for youth and women's programs, clubs and associations, education and training, law enforcement, hunter safety and services, and other related programs and services
  - The National Rifle Association Foundation is a 501 (c)(3) charitable organization and has raised over \$170 million since its inception
- Bureau of Justice Assistance
  - <http://www.ojp.gov/BJA/index.html>
  - The Bureau of Justice Assistance is a federal organization which provides formula grants, discretionary grants, earmark funding, and funding for payment programs to support state, local, tribal, and community efforts to build safe communities
  - The Bureau of Justice Assistance encourages innovation, evidence-based strategies, and collaboration in its potential grant recipients.

Another source of funding for municipal services could come from establishing Special Assessment Districts (SADs). These special assessment districts can be utilized to fund improvements for small areas, like neighborhoods, or for other improvements within a community. Individuals who reside in the special assessment district would provide the funding through additional assessments or fees, but those funds would be used for the direct improvement to their district or neighborhood. This is a way in which the citizens can take control and have more power in the location and timing of improvements affecting their surroundings. These special assessment districts would increase the amount residents have to pay to the city, but they would be able to see a direct correlation between these costs and the benefits they produce.

# 1-11 Implementation



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## **1-11 Implementation**

### **Overview**

The Brownwood Comprehensive Plan is a tool meant to guide the continued growth and development of the city. It should never be considered a finished product, but rather a sophisticated guide that is frequently referred to for guidance in community decision-making. Its visions, goals, and recommendations provide clear and reliable direction on a wide array of matters. These matters can include land development and redevelopment issues, as well as public investments in infrastructure and services.

The purpose of this chapter is to provide recommendations for implementing the Brownwood Comprehensive Plan. Goals and policies are meaningless unless there is consensus on, and commitment to, the methods used to achieve them. The quality of life perceived by Brownwood residents and visitors will be substantially influenced by the manner in which the comprehensive plan is maintained and implemented. A major component of administering the plan is the discipline required to consistently refer to it in all matters related to the physical development of the city. This requires commitment to the implementation of the plan at all governmental levels. Equally important are formal procedures for the ongoing monitoring and reporting of successes achieved, difficulties encountered, new opportunities, and threats that have emerged, and any other change in circumstances, which may require rethinking of the city's priorities.

### **Purpose**

The comprehensive plan provides the basis for decision-making on the future development and enhancement of the City of Brownwood. This chapter sets the framework by setting out a practical implementation program to achieve the vision and goals of the city. The key objective of this chapter is to integrate the different elements of the comprehensive plan to provide distinct and clear reasoning for making sound decisions. This chapter is also intended to establish accountability for plan implementation and provide guidance on essential processes to maintain its relevance to the city and its citizens.

### **Implementation Methods**

An implementation framework is not enough to ensure that the recommendations of this plan are carried out and the community's vision and goals will be met. The recommendations in this comprehensive plan should be consulted frequently and should be widely used by decision-makers as a basis for decisions regarding:

- The timing and availability of infrastructure improvements;
- Proposed development and redevelopment applications;
- Zone change requests and other zoning-related actions;
- Expansion of public facilities, services and programs;

Figure 11.1: View of the Lake Brownwood State Park



Source: [tpwd.state.tx.us](http://tpwd.state.tx.us)

- Annual capital budgeting;
- Potential re-writes and amendments to the city's Development Standards and Regulations;
- Intergovernmental (including city/university and city/county) coordination and agreements; and,
- Operations, capital improvements, and programming related to individual city departments.

There are many ways to implement the comprehensive plan. Some cities use a reactive approach while others utilize a more proactive approach. The city should take a proactive, yet realistic, approach utilizing the following tools for the implementation of the Brownwood Comprehensive Plan:

- Policy-based Decisions
- Land Development and Regulation Review
- Capital Improvement Program
- Economic Development
- Specific Plans and Studies
- Special Projects, Programs, and Initiatives

#### *Policy-based Decisions*

Land use and development decisions should be made based on the strategies set forth in this comprehensive plan. Brownwood has many properties in the city available for development or redevelopment. The city should consider the adoption of new or amended land development regulations (e.g., zoning, subdivision, landscaping, sign controls, etc.) which will establish a specific framework for evaluating private development proposals concerning the city's development strategies and recommendations of this plan. Decisions regarding annexation, infrastructure investment, future land use, and right-of-way acquisitions are generally left to the broad discretion of the city council, meaning the comprehensive plan serves as a principal source of guidance in these cases. The city's regulations define desired development outcomes in particular areas of the community, most notably the blighted areas of Brownwood, and this plan is meant to ensure that street design and other municipal activities are consistent with the intended character for specific neighborhoods, districts, and corridors.

#### *Land Development and Regulation Review*

Improving the existing land development regulations and standards is fundamental for comprehensive plan implementation. Since decisions by private investors account for much of the city's potential redevelopment it is important to address existing regulations to ensure they reflect the city's desired future form and condition. The key regulations that should be examined include the city's zoning ordinance, subdivision regulations, development criteria, and technical engineering standards. Proposed ordinances should reflect the community's desire for quality development outcomes and should not delay or interfere with new development or redevelopments that are consistent with the goals and strategies presented in Brownwood's Comprehensive Plan. The appendix contains the results of graduate students' reviews and critiques of the Brownwood zoning and subdivision regulations. These suggestions could be the starting point for an internal discussion reviewing, and potentially rewriting, the existing regulations.

The City of Brownwood should consider compiling and organizing development standards into one unified development ordinance with a table of contents and index to aid in cross-referencing. This

will give any person a clear and user-friendly reference document that highlights all the applicable standards and regulations. One major benefit to this approach is that the technical construction details are separate from the ordinance and can be updated by city staff administratively.

### *Capital Improvement Program*

A Capital Improvement Program is a multi-year plan (typically four to six years) that identifies and prioritizes budgeted capital projects. These projects can include street infrastructure, water, wastewater and drainage facilities, parks, trails, recreation facility construction and upgrades, construction of public buildings, and the purchase of major equipment. Identifying and budgeting for major capital improvements will be essential to implementing the elements of this comprehensive plan. Decisions regarding the prioritization of proposed capital improvements should take into account the recommendations of this plan.

Figure 11.2: Example of proposed improvements to infrastructure



Source: cityssm.on.ca

An additional method for implementing a comprehensive plan is for the city to initiate the construction of infrastructure to accommodate or guide development. This is typically accomplished through an annual capital improvement program that identifies streets, water, sewer, drainage, parks, electric, and other public infrastructure and facilities to be constructed. This list is prioritized and improvements are incorporated into the city's annual budget. This could be utilized by Brownwood to focus redevelopment efforts into the areas it chooses, and to leverage these resources to attract private developers.

### *Economic Development*

Economic development is another important tool that can be used to implement Brownwood's Comprehensive Plan. Community leaders and citizens agree that there are many development and redevelopment issues facing Brownwood. Brownwood has a strong industrial base, but should always be working to entice new industries to its community as well as to retain its existing companies. There are also a number of vacant structures and lots in and around Downtown Brownwood. These locations offer excellent opportunities for businesses or other organizations to locate in the downtown area.

The city can also implement Tax Increment Reinvestment Zones (TIRZ) to provide incentives for private developers. These TIRZ can be located in the downtown district and other blighted or rundown neighborhoods of the city. A TIRZ will effectively "freeze" the current property value of a location for a period of time defined by the city and will allow developers to make site improvements and renovations. These renovations will be reflected by an increase in property tax on the property, but the difference between taxes on the frozen property value and the improved property value will be reinvested into that TIRZ district.

Brownwood should also develop a strategic marketing plan to take advantage of current industrial assets, namely the existing industrial park. Current assets should be inventoried and marketed aggressively. Included in this inventory should be any vacant or tax delinquent properties that could potentially serve as locations for new businesses or industries. Economic efforts should be focused on adding to the property tax base. Diversifying the tax base should be considered when offering incentives for new business development. Incentives to encourage retail development include zoning, density bonuses, necessary infrastructure or drainage studies, or tax abatements.

### *Specific Plans and Studies*

There are a number of areas in which additional planning work is recommended to achieve a finer degree of detail beyond the general concepts covered within this comprehensive plan. Many of the areas are discussed in Section II of this document, but some parts of this plan will be implemented only after some additional planning or special studies.

Examples include:

- Plans for specific neighborhoods, districts, corridors, and redevelopment areas, including but not limited to blighted or other rundown areas similar to those in north Brownwood
- Parks, Recreation, and Open Space Master Plan update
- Coliseum redevelopment
- City of Brownwood Downtown Master Plan update

### *Special Projects, Programs, and Initiatives*

Special projects, programs, and initiatives comprise the final category of implementation measures. These include initiating or adjusting existing city programs, citizen participation programs, training, and other types of special projects. Examples include the development of a citywide landscape ordinance and negotiating a reimbursement contract for fire and emergency services for areas outside the city limits.

## **Plan Administration and Education**

While developing this comprehensive plan, many stakeholders contributed time and input. These stakeholders must maintain their commitment to the ongoing implementation of the comprehensive plan's strategies and recommendations and to periodically adapt the plan to changing or unforeseen conditions.

Comprehensive plans are typically relatively general in nature. However, they are still complex policy documents that account for interrelationships among various policy choices. As such, educating decision-makers and administrators about plan implementation is an important first step after plan adoption. The principal groups responsible for implementing the plan (City Council, Planning and Zoning Commission, city department heads) should all be in agreement in regard to the priorities, responsibilities, and interpretations of this Comprehensive Plan.

An education initiative should be undertaken immediately after plan adoption, which includes:

- A discussion of the individual roles and responsibilities of the Council, Commission (and other advisory bodies), and individual staff members
- Implementation tasking and priority setting, which should lead to each group establishing a one-year and three-year implementation agenda

- Facilitation of a mock meeting in which the use of the plan, its strategies, and action recommendations to guide development is illustrated to prepare the city officials, staff, and other elected or appointed members before an actual public meeting

#### *Role Definition*

As the community's elected officials, the City Council will assume the lead role in implementation of this plan. The key responsibilities of the City Council are to decide and establish priorities, set timeframes by which each action will be initiated and completed, and determine the budget to be made available for implementation efforts. Together the City Manager and City Council must ensure effective coordination among the various groups responsible for carrying out the comprehensive plan's recommendations.

The City Council and City Manager will take the lead in the following areas:

- Act as a champion of the plan
- Adopt and amend the plan by ordinance, after recommendations by the Planning and Zoning Commission
- Adopt new or amended land development regulations to implement the plan
- Establish the overall action priorities and timeframes by which each action item of the plan will be initiated and completed
- Consider and approve the funding commitments that will be required
- Offer final approval of projects and activities and the associated costs during the budget process, keeping in mind the need for consistency with the plan and its strategies and actions
- Provide policy direction to the Planning and Zoning Commission, other appointed city boards and commissions, and city staff

The Planning and Zoning Commission will take the lead in the following areas:

- Host the education initiative described above
- Periodically obtain public input to keep the plan up to date, using a variety of community outreach and citizen and stakeholder involvement methods
- Ensure that recommendations offered to the City Council reflect the plan goals, strategies, and action recommendations. This relates to decisions involving development review and approval, zone change requests, ordinance amendments, and potential annexations
- After holding one or more public hearings to discuss new or evolving community issues and needs, make recommendations to the City Council regarding plan updates and amendments

City staff will take the lead in the following areas:

- Manage day-to-day implementation of the plan, including ongoing coordination through an interdepartmental plan implementation committee
- Support and carry out capital improvement programming efforts
- Manage the drafting of new or amended land development regulations
- Conduct studies and develop additional plans
- Review applications for consistency with the comprehensive plan as required by the city's land development regulations
- Administer collaborative programs and ensure open channels of communication with various private, public, and non-profit implementation partners

- Maintain an inventory of potential plan amendments as suggested by city staff and others for consideration during annual and periodic plan review and update processes

## **Action Plan**

The vision and goals in a comprehensive plan are attained through a multitude of specific actions. To this end, both long- and short-range implementation tasks must be identified along with a timeframe and an assignment of responsibilities.

Table 11.1 highlights the recommended actions and initiatives that were identified through the long-range planning process and discussed in the proceeding chapters of the comprehensive plan. This table includes the following elements and implementation considerations:

### *Action Statement*

This lists the given action statements and recommendations from the body of the comprehensive plan. These statements are delineated by the chapter in which it was originally proposed. The table also includes the original goal or objective for the action statement or recommendation for ease of referencing.

### *Implementation and Coordination Responsibilities*

In addition to identifying which city department(s) or organization(s) would likely lead a task, this portion also highlights a variety of local and regional agencies that might have a role to play in certain initiatives. Perhaps contributing through potential cost-sharing, technical assistance, direct cooperation, or simply by providing input and feedback on a matter in which they have some mutual interest. In particular, whenever potential regulatory actions or revised development standards are to be considered, participation of the development community is essential to ensure adequate consensus building.

### *Funding Sources*

This final set of columns indicates typical ways to finance plan implementation efforts. One source is through the city's own annual operating budget, as well as multi-year capital budgeting, which is not strictly for physical construction projects. The Capital Improvements Budget can also be used for funding significant studies and plans (e.g., utility master plans) intended to lay the groundwork for long-term capital projects. The county or other government agencies might choose to commit funds directly to an initiative along with the city, or funding could come from competitive grants from foundations and other non-government sources. The Private/Other column underscores the potential for public/private initiatives, corporate outreach, faith-based efforts, and other community volunteer contributions (e.g., Scouts, civic and service groups, etc.).

This table provides a starting point for determining immediate, near-term, and longer-term task priorities. This is an important first step toward plan implementation and should occur in conjunction with the city's annual budget process, Capital Improvements Program preparation, and departmental planning. Once the necessary funding is committed and roles are defined, the head of Development Services in conjunction with the City Manager should initiate a first-year work program.



Table 11.1 Action Plan for the Implementation of Brownwood's Comprehensive Plan

Implementation			Funding Sources					
Policies	Responsibility	Goal/Objective	City Budget	CIP	Budget	Grants	Private	Other
Economy								
Create business specific training programs with TSTC, local schools and Workforce Solutions Board (BEDC).	BEDC	E 1.1	✓					✓
Market Brownwood Industrial Park utilizing internet, social media, trade shows and other strategies.	BEDC	E 1.2	✓					
Expand job creation incentives through BEDC and market programs to all qualifying businesses.	BEDC	E 2.1	✓					✓
Evaluate whether industrial/manufacturing recruitment consultants would be beneficial and cost effective.	BEDC	E 2.2						
Incorporate redevelopment of unused or underutilized property to spur economic development.	BEDC	E 3.1						✓
Tourism								
Promote weekend evening activities for younger adults (i.e. outdoor movies, tournaments, social gatherings, live music, etc.)	Community Services	T 1.1	✓					✓
Expand on the current strength of youth athletics by properly maintaining existing recreational facilities and marketing these assets to regional sports programs, clubs and organizations	Parks/Community Services	T 1.2	✓		✓			✓
Produce development-friendly regulations regarding visitor lodging in order to provide more diverse accommodation options	Development Services/BEDC	T 1.3	✓					
Develop a promotional plan that presents all amenities and events to mid-size hotel chains in order to facilitate a development partnership and bring their services to the Brownwood area	BEDC	T 1.4	✓					✓

Policies	Implementation		Funding Sources						
	Responsibility	Goal/Objective	City Budget	CIP Budget	Grants	Private	Other		
Provide convenient public access to major attractions, meeting spaces, event locations, and/or lodging.	Engineering/Public Works	T 1.5	✓						
Create a local area 'hot-spots' map identifying areas of touristic value, purpose, unique character, etc	Community Services	T 1.6	✓						
Redevelop the Brownwood Coliseum and surrounding blocks to better accommodate the needs of small conferences, conventions, and special events	Development Services/BEDC	T 1.7	✓	✓	✓		✓		
Foster cooperative partnerships between organizations and event coordinators that will aid in collaborative efforts, planning, and financing	Community Services	T 2.1	✓			✓	✓		
Place special emphasis on outdoor recreational activities, like hunting, fishing, and/or water sports, in order to promote local environmental amenities (i.e. Lake Brownwood) and the local economy	Parks/Community Services	T 2.2	✓				✓		
Develop a free local WiFi system set up at specific sites of touristic interest and/or visitor information so as to allow free internet access to visitors	Technology / Public Works	T 3.1	✓			✓			
Begin a city-wide effort toward generating a web presence on social media sites and user/visitor-rating sites so as to provide the local economy with greater exposure, accessibility, and marketing opportunities	Technology	T 3.2	✓						
Advertise in regional publications and provide information to neighboring cities in order to increase exposure and cross-marketing efforts that will promote regional tourism.	BEDC	T 3.3	✓						

Implementation			Funding Sources					
Policies	Responsibility	Goal/Objective	City Budget	CIP Budget	Grants	Private	Other	
Create a series of ‘tours’ throughout the area that visits sites based on specified interests and/or purposes	Community Services	T 3.4	✓				✓	
Conduct a market analysis of the tourism market to quantify Brownwood’s existing tourism market and gain a greater understanding of the visiting demographic	BEDC	T 3.5	✓					
Promote a regulatory local environment that encourages and facilitates tourism through the creation of local development standards that serve to beautify the pedestrian environment, preserve/promote community character, facilitate a sense of place and local pride, and prevent the unsightly dilapidation of vacant properties	Development Services/City Council	T 4.1	✓					
Vacant properties with a significant proportion of the façade dilapidated must undergo beautification efforts such as re-painting walls, painting boarded windows, fixing broken street elements, and cleaning up accumulated debris	Development Services	T 4.2				✓	✓	
Facilitate accessibility and ease of discovery through infrastructure improvements	Engineering/Public Works	T 4.3	✓	✓	✓			
Implement a downtown pocket-parks/community garden program to promote community participation, pride, and friendship among residents	Parks / Development Services	T 4.4	✓			✓	✓	
Host more seasonal festivals with a variety of themes: hunting kickoffs, live music celebrations, cooking competitions, parades, trade shows, specialty conventions, athletic tournaments, etc	Community Services	T 4.5	✓					

Implementation			Funding Sources					
Policies	Responsibility	Goal/Objective	City Budget	CIP Budget	Grants	Private	Other	
Create a thematic system of parks that will boast various recreational amenities, as well as create ideal contexts for local events	Parks / Development Services	T 4.6	✓		✓			
Land Use								
Explore potential sites for new neighborhoods within the existing city and surrounding ETJ; prior to the establishment of impact fees	Development Services/Finance	LU 1.1			✓	✓		
Determine cost of new infrastructure associated with new neighborhood developments	Engineering/Public Works	LU 1.2	✓	✓				
Establish rules and regulations for assessing impact fees on all new development within the city by January 2013	Development Services/Legal	LU 1.3	✓					
Ensure that all zoning and planning accounts for land use compatibility and the greater public welfare	Development Services	LU 2.2	✓					
Maintain and preserve all parks and open space currently within the city	Parks/Public Works	LU 3.1	✓				✓	
Continue to provide increased parks and open space as the city’s population continues to increase	Parks / Development Services	LU 3.2	✓		✓	✓		
Incorporate floodplain as parks and open space area to prevent poorly placed developments and avoid further floodplain expansion	Parks / Development Services / Engineering	LU 3.3	✓		✓			
Promote mixed use development through zoning and planning	Development Services	LU 4.1	✓		✓	✓		
Ensure connectivity is promoted throughout the community as it continues to grow and within all future developments	Development Services / Engineering	LU 4.2	✓		✓			
Provide Development Services with the resources necessary to enforce building	Development Services	LU 5.1		✓	✓			

Policies	Implementation		Funding Sources				
	Responsibility	Goal/Objective	City Budget	CIP Budget	Grants	Private	Other
Pass an effective fencing ordinance does not inhibit walkability	Development Services/City Council	LU 5.2	✓		✓		
Pass an effective ordinance eliminating parking on grass to the extent that it devalues adjoining properties	Development Services/City Council	LU 5.3	✓				
<b>Housing</b>							
Offer tax exemptions for new multi-family construction.	Development Services/Finance	H 1.1	✓				✓
Use vacant housing downtown for mixed-use rental development	Development Services	H 1.1			✓		✓
Finish the Southampton subdivision	Development Services	H 1.2					✓
Seek grant assistance for affordable housing, senior citizen housing units, and homeowner assistance for housing rehabilitation	Development Services	H 1.2	✓		✓		✓
Expand city-wide cleanup and partnership with Keep Brownwood Beautiful to include quarterly cleanup and bulk trash pick-up with a focus on vacant lots.	Development Services/Public Works	H 2.3	✓				✓
Consider clearing vacant, city-owned properties to create local gardens, open space, or new development that must adhere to new upkeep standards.	Development Services	H 2.3	✓				
Foreclose on tax delinquent properties	Development Services	H 2.3	✓				✓
<b>Transportation</b>							
Use Pavement Management score to prioritize street improvements	Engineering/Public Works	TR 1.1			✓	✓	
Increase use of Fill Depth Recycling Technology to build new roads	Engineering/Public Works	TR 1.1			✓		
Utilize HMAC (hot mix) overlay in high traffic areas	Public Works	TR 1.1	✓	✓			



Implementation			Funding Sources					
Policies	Responsibility	Goal/Objective	City Budget	CIP Budget	Grants	Private	Other	
Prioritize high traffic areas, such as schools and churches	Engineering/Public Works	TR 1.1						
Market parking lots with signage and guidance system to and from retail.	Development Services/BEDC	TR 2.1			✓	✓		
Employ a Safe Routes to School Program to create and educate regarding a safe way for children to walk to school.	Development Services / Engineering	TR 2.1	✓		✓	✓		
Ensure that intra-parking lot connections occur when driveways are in close proximity and on high-speed roads	Engineering / Development Services	TR 2.1	✓	✓				
Establish plan with TxDOT and Brown County that includes time frame and funding schedule	Engineering/Public Works	TR 3.1		✓	✓	✓		
Work closely with TxDOT to discuss possibility of thru routes and additional signage directing traffic to Brownwood	Engineering	TR 4.1		✓	✓			
Promote Brownwood to be a major stopover for freight traffic	BEDC	TR 4.1	✓					
Way-finding can be improved in Brownwood for freight traffic	Public Works	TR 5.1	✓					
Truck stop advertisements can be erected along the major routes into Brownwood.	BEDC	TR 5.1	✓					
Design and make available online a parking direction map for the downtown area which shows the location of each parking lot	Development Services	TR 6.1	✓					
Develop on-site and off-site signage in downtown for parking, and major attractions, with directions, applicable time period, fees and other related information	Development Services/Public Works	TR 6.1	✓					
Improve the signage at the driving entrances and traffic nodes around Brownwood	Public Works	TR 6.1	✓					



Implementation			Funding Sources				
Policies	Responsibility	Goal/Objective	City Budget	CIP Budget	Grants	Private	Other
Identify areas where multi-modal transportation can be an alternative in the next twenty years	Engineering/Public Works	TR 7.1	✓	✓			
Make a biking, walking and public transit plan for the areas where multi-modal transportation can be an alternative for adoption and investment	Engineering / Development Services	TR 7.1	✓	✓			
Develop, implement and maintain a prioritized thoroughfare map for the thoroughfares that deserve 1) future improvement and maintenance of streets, sidewalks and curbs 2) sidewalk and bike lane consideration 3) streetscape improvement	Engineering	TR 8.1	✓	✓			
Fix the inconsistent lane condition along Austin Avenue, which changes from four lanes to two lanes	Engineering/Public Works	TR 8.1	✓	✓			
Build a parallel route with Main Street to provide more efficient access for freight transportation	Engineering/Public Works	TR 9.1		✓			
Historic Resources							
Implement a historic overlay district in the historical downtown area and historical residential neighborhoods	Development Services/City Council	HR 1.1	✓				✓
Improve historical value of buildings by increasing property values 15% within the overlay districts by 2030	Development Services	HR 1.2				✓	✓
Increase occupancy 25% through businesses and residences in the historic downtown area by 2030	Development Services/BEDC	HR 1.3				✓	✓
Continue the redevelopment emphasis on Downtown Brownwood with expanded plans and targeted assistance.	Development Services/BEDC	Hr 1.4	✓			✓	✓
Expand the current historic designation programs to include additional areas and individual structures	Development Services	HR 1.5				✓	✓

Implementation			Funding Sources				
Policies	Responsibility	Goal/Objective	City Budget	CIP Budget	Grants	Private	Other
Install historic street lighting in designated residential and commercial historic districts	Development Services/Public Works	HR 1.6	✓		✓		
Revisit development codes with the goal of removing impediments to reinvestment in older buildings and neighborhoods	Development Services	HR 1.7	✓				
Investigate incentives for investment in, and preservation of, historic homes and underutilized and vacant commercial structures.	Development Services/BEDC	HR 2.1	✓		✓		✓
Investigate incentives for investment in underutilized and vacant commercial structures	Development Services/BEDC	Hr 2.2	✓		✓		✓
Establish a Historic Landmark Commission which oversees building applications on historic structures	Development Services	HR 3.1	✓				
Draft and adopt historic building guidelines for public and/or private developers to follow by 2020	Development Services	HR 3.2	✓				✓
Consider implementing a Downtown Historic Zoning district for further protection of the area	Development Services	HR 3.3	✓				
Redevelop and/or restore 10% of historic museums and historic resources in Brownwood by 2030	Development Services	HR 4.1			✓		✓
Expand the historic tour to view the most valuable historic structures in Brownwood, including historic homes	Development Services/Parks	HR 4.2			✓		✓
Parks & Open Space							
Implement conservation easements to protect significant natural resources from development	Parks / Development Services	P 1.3	✓		✓		✓
Adopt buffer spaces around natural water courses and other bodies of water	Parks / Development Services	P 1.3	✓				✓

Policies	Implementation		Funding Sources					
	Responsibility	Goal/Objective	City Budget	CIP	Budget	Grants	Private	Other
Perform yearly assessments of the City's parks, their conditions, and any necessary improvements	Parks	P 2.5	✓					
Reduce the amount of vacant land in the city limits and utilize some of it as potential parks	Parks / Development Services	P 2.6	✓					✓
The City should repossess tax-delinquent properties for use as potential future park land	Development Services	P 2.6	✓					
Improve existing pedestrian and bicycle infrastructure (sidewalks, crosswalks, intersections)	Engineering/Public Works	P 3.1	✓	✓				
Implement buffer spaces around natural water courses and other bodies of water	Development Services	P 3.3	✓					
Acquire conservation easements around the creeks, water channels, and other water ways throughout the city	Development Services	P 3.3, P 5.2	✓			✓		✓
Develop a landscape ordinance that ensures consistent development for all new developments and neighborhood revitalizations	Development Services/City Council	P 4.1	✓					
Promote homeowner's associations throughout the city to maintain and enforce landscaping codes and regulations	Development Services	P 4.1	✓					
Require that all new developments include park dedications relative to the development's increase in population	Development Services	P 4.2	✓					✓
Include park standards from the Urban Land Institute or the National Recreation and Parks Association into the City's subdivision regulations	Development Services	P 4.2	✓					

Implementation			Funding Sources					
Policies	Responsibility	Goal/Objective	City Budget	CIP	Budget	Grants	Private	Other
Locate tax delinquent properties within the city and identify owners of vacant properties	Development Services	P 5.1	✓					✓
Approach owners of vacant properties about selling or gifting the property to the city in return for park naming or other benefits	Development Services/Parks	P 5.1	✓					✓
Municipal Services								
Make any renovations necessary that will enable all municipal owned structures to be used or rented	Development Services/Public Works	MS 1.1	✓				✓	
Construct new or remodel existing facilities for the fire department to bring the facilities up to modern standards	Engineering/Public Works	MS 1.1	✓		✓	✓		
Develop plans to revitalize and increase public use areas in the downtown area	Development Services	MS 1.2	✓		✓	✓		
Redevelop or sell some of the excess city-owned property to finance other development projects	Development Services/BEDC	MS 1.2	✓					✓
Replace a minimum of one mile per year of 2” steel and 6” cast iron lines.	Public Works	MS 2.1			✓	✓		
Replace failing sewer collection mains utilizing pipebursting technology at rate of two miles per year	Public Works	MS 2.1			✓	✓		
Upgrade the headworks to include increased screening and high flow capacities	Public Works	MS 2.2			✓	✓		
Replace existing primary clarifiers with modern technology	Public Works	MS 2.2			✓			
Replace failing slide gates at multiple locations in the wastewater plant	Public Works	MS 2.2			✓			

Policies	Implementation		Goal/Objective	Funding Sources					
	Responsibility			City Budget	CIP Budget	Grants	Private	Other	
Update metering system with fixed network reading and new meters	Public Works	MS 2.3			✓				
Expand computer system that monitors water distribution, wastewater collection, and wastewater treatment	Public Works / Technology	MS 2.3			✓		✓		
Upgrade sewer camera system to current standards	Public Works / Technology	MS 2.3			✓				
Upgrade network equipment every 5 years, including: servers, routers, switches, firewalls, printers, and pcs	Technology	MS 3.1			✓		✓		
Keep software updated to the latest versions and that all applicable patches are applied, including the latest versions of Anti-virus software, Internet and Email Firewalls, and Server OS	Technology	MS 3.1		✓					
Increase IT support staff and keep current staff current on technology training	Technology	MS 3.2		✓					
Maintain a standard set of hardware and software to support the needs of the city	Technology	MS 3.2		✓					
Implement a new backup system for all network devices	Technology	MS 3.2		✓					
Explore new ways of increasing network bandwidth for City’s network	Technology	MS 3.3		✓					
Create public use Wi-Fi “Hot Spots” for wireless internet	Technology	MS 3.3		✓			✓		
Install public access computers at the Library	Technology/Community Services	MS 3.3		✓			✓		
Redevelop City website to ensure it remains modern and attractive to businesses and citizens	Technology	MS 3.4		✓					



Implementation			Funding Sources						
Policies	Responsibility	Goal/Objective	City Budget	CIP	Budget	Grants	Private	Other	
Utilize social media and related technology to better communicate with the citizens and make city services available online	Technology	MS 3.4	✓						
Explore ways for people to pay bills and obtain permits online.	Technology	MS 3.4	✓						
Provide an online forum for people to post current events, voice complaints, or make suggestions	Technology	MS 3.4	✓						
Assist the Brownwood Police Department to achieve “Recognized” status through the Recognition Program of the Texas Police Chief’s Association	Police Department	MS 4.1	✓						
Develop programs, projects, services, and initiatives aimed at crime prevention within the community, especially for drug trafficking and other related offenses	Police Department / Community Services	MS 4.2	✓			✓		✓	
Increase participation in community events and other interactions with the public to improve the area of community policing	Police Department / Community Services	MS 4.3	✓					✓	
Review current contracts and establish new ones for Public Services where needed	City Council / Development Services	MS 4.4	✓						
Consider and take appropriate action on establishing an Emergency Services District	Fire Department and Emergency Services	MS 4.4	✓						
Develop a comprehensive plan for replacement or repair of equipment that ensures services are always employing modern technology	All City Departments	MS 4.5	✓		✓				





## Section II: Substantive Reports

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# Economic Development



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## **2-1. Economy**

### **Basic Industries**

Brownwood needs to increase the number of basic industries within the city. Basic industries bring outside dollars into the city which then circulate through and stimulate the local economy. New money is brought into the system, as opposed to shifting old money around the system.

The basic industry concept should always be at the forefront when identifying potential employers and industries. Brownwood should create and market incentives for outside businesses with a state or national clientele to make Brownwood their home for business. Similarly, Brownwood should encourage clients from outside the city to invest in businesses located in Brownwood. These ventures generate new wealth into the Brownwood economic system.

One strategy the city could pursue involves targeting the supply channels of 3M, Kohler, and other large manufacturing industries. The materials contained in these supply channels contribute to the finished products of these industries. If these industries are receiving their materials from outside Brownwood, then there are huge losses occurring economically. Simply put, these industries should do business with local suppliers when available. This additional money placed in the hands of local suppliers would generate greater wealth and increased circulation within the Brownwood economic system. Also, this kind of local relationship would provide substantial benefits to the major industries themselves (such as reductions in shipping), further enhancing the industries' desire to remain in Brownwood. Another approach to the problem of outside suppliers involves the city pursuing those suppliers and encouraging them to relocate to Brownwood. Finally, the city could also attract the customers of the large and medium-sized manufacturing firms. Again, the key here is to repurpose the circulation of funds within the Brownwood local economy.

- 4a tax revenue – This is a sales tax that funds economic development projects that promote new and expanded industrial and manufacturing activities. This could be used to encourage the local suppliers or manufacturing clients to the city

Figure 1.3: Revenue and Profit

		Origin of Revenue	
		Local	External
Destination of Profit	Local	<b>RECYCLES</b> When locally generated revenues benefit local businesses, existing wealth is simply moved around. <i>Ex: locally owned grocery store; other local entrepreneurs</i>	<b>BASIC GROWTH</b> When externally generated revenue creates locally owned profits, this builds the local community's wealth. We call this a basic industry. <i>Ex: hotels; locally owned regional hospital and healthcare; regional or national sales of locally harvested natural resources</i>
	External	<b>LEAKAGES</b> When locally generated revenues generate externally owned profits, wealth is drained from the community. <i>Ex: big-box stores</i>	<b>FILTERS</b> When externally generated revenue creates externally owned profit, wealth passes through the community. However, if an externally owned enterprise employs local labor or pays local taxes, a portion of their profits filter down to the local community. <i>Ex: 3M, Kohler</i>

### Creating Linkages

Another fundamental component for increasing local economic development is to create linkages between the businesses located within the City of Brownwood. By definition, these linkages exist to allow local dollars spent on various local business expenditures to circulate through and stimulate the local community. When linkages are not present, the available dollars are forced out of the community. When businesses create linkages within the community, the city, residents, and businesses all benefit from increased local investment.

Below are some key strategies the city should take to encourage linkages related to **professional jobs**:

- Encourage local businesses to use local professionals, consultants, etc.
- Assist those local businesses that hire professionals in attracting business outside the city
- Systematically identify professional employers located in nearby communities that have customers in Brownwood, and encourage them (with incentives) to open branch offices
- Encourage, assist, and reward firms that add new professional jobs
  - *Examples:* offer free land (use city-owned land, or acquire a suitable tax-delinquent parcel); property tax abatements; waiving development fees; recognition on a plaque or in the newspaper, etc.



## Surplus /Leakage

The Retail Coach's "Retail Trade Analysis" report of the City of Brownwood provides a through list of those retail-based industries that are either exceeding local demand (surplus), or are failing to meet local demand in Brownwood (leakage). Put another way,

*"A retail sales **surplus** indicates that a community pulls consumers and retail dollars in from outside the trade area, thereby serving as a regional market. Conversely, when local demand for a specific product is not being met within a trade area, consumers are going elsewhere to shop creating retail **leakage**." - The Retail Coach*

Below is a list of the top 15 leakage industries in Brownwood. The number associated with each industry is the amount of money that is being lost to the surrounding region:

### *Leakage Summary*

New and Used Car Dealers_____	-\$84,152,340
Eating Places_____	-\$66,230,660
Grocery Stores_____	-\$45,320,510
Radio, TV, and Computer Stores_____	-\$41,099,040
Gasoline Service Stations_____	-\$21,899,260
General Merchandise Stores_____	-\$21,866,210
Lumber and Other Building Materials_____	-\$17,955,860
Auto and Home Supply Stores_____	-\$12,988,070
Used Car Dealers_____	-\$12,984,430
Drug Stores and Proprietary_____	-\$9,531,325
Retail/Nurseries and Garden_____	-\$5,951,687
Miscellaneous Food Stores_____	-\$5,741,371
Automotive Dealers, NEC_____	-\$4,236,768
Shoe Stores_____	-\$3,794,305
Meat and Fish Markets_____	-\$3,786,991

[Additional industries are listed on the "Retail Trade Analysis" report which can be found in the Appendix.]

This solution here is simple: *Brownwood needs to increase these leakage industries.* The city can help with marketing these industries to the public for potential local entrepreneurship, providing economic incentives for creating these industries, or communicating with franchises to set-up a store in Brownwood, among others.

## Business Diversification

Due to declining national trends in industrial/manufacturing, and the high level it represents in the economic base, it is important to increase economic diversity into the future. Based on the numbers taken from the Location Quotient analysis in Section I, the following industries were selected as best suited for enhanced business diversification:

- Transportation & Warehousing
  - Central location in Texas and good highway connectivity are unique assets for this business
- Healthcare
  - Adding additional health-related businesses to the city
- Management of company & enterprises
  - Increased professional jobs
- Professional, scientific, and technical services
  - Increased professional jobs; Can serve large Brown County region
- Education
  - College-related retail

The Economic Development Corporation and the Chamber of Commerce should identify available sites and proactively market the city to interested businesses, while also forming partnerships, and offering incentives.

The following potential business/job opportunities would help put additional dollars in the pockets of local residents while enhancing the quality of the tourist experience in Brownwood:

- Charter hunting and fishing tours
- Boat tours
- Tours of the county (by vehicle or biking or horseback)
- Outdoor equipment rental
- “You catch/shoot ‘em, We cook ‘em” restaurant
- Bird watching tours
- Equestrian guides
- Hotels
- Boutique retail stores (clothing, jewelry)
- Arts programs, classes, galleries, and workshops

## Branding and Marketing Ideas for Brownwood

Tourism is a big potential source of economic growth and diversity. Although the wages are not as high, tourism is like manufacturing in that it brings basic (that is, dollars from out of town) income to Brownwood, and those dollars stimulate the local economy much more significantly than do retail and other non-basic sectors. Tourism also generates some professional jobs and offers many entrepreneurial opportunities in food, beverage, and entertainment provision.

- 4b tax revenue – This is a sales tax that promotes a wide range of civic and commercial projects, such as, park related facilities, professional and amateur sports and athletic facilities, tourism and entertainment facilities, and affordable housing. Enforcement of this would allow for increases in the level of tourism, basic income, professional jobs, and community character

Brownwood's abundance of interesting historic buildings, museums, the lake and its location with respect to DFW, Abilene and Waco make it a prime potential "weekend getaway destination." Currently, Brownwood markets itself to the public with its "Feels Like Home" slogan and respective branding. Brownwood can also incorporate such brands and phrases by emphasizing its presence as a desirable destination for tourists and outdoor sportsmen. Below are some examples:

#### *The Railroad Museum*

Brownwood's Martin and Francis Lehnis railroad museum is worthy of such attention—this museum "exhibits the railroad history of Brownwood, Central Texas and the American Southwest and includes railroad lanterns, model trains of all sizes and ages, railroad equipment, interactive telegraph equipment used to send telegraph messages, railroad videos, photographs of railroad employees, structures and trains, and the sights and sounds of trains, trains, trains!" (Source: [www.ci.brownwood.tx.us](http://www.ci.brownwood.tx.us)). This could also be the perfect setting for a future train or rail convention, the likes of which could generate tremendous revenue and exposure for the city.

#### *Camp Bowie and military history*

The historical military presence in Brownwood is centered on Camp Bowie. The 36<sup>th</sup> Division Memorial Park, Camp Bowie Memorial Air Park, and Camp Bowie Park collectively honor the role the United States Military has played in the history and development of Brownwood. However, these parks are in dire need of reorganization and redirection for their true impacts to be fully appreciated by the public. Brownwood should consider investing in these parks in order to make them more attractive to residents and tourists. Streamlining these military parks into a "unified Brownwood military park system" has the potential to attract more tourists to the area and therefore, more dollars into its local economy. Currently, Brownwood has a plan for a future Memorial Plaza and a museum for Camp Bowie Park.

#### *The Crock Pot Girls run a "Crock Pot Cook-off"*

The hometown of the famous "Crock Pot Girls" is none other than Brownwood. Using social media to share crock pot recipes, these three busy mothers have become an almost overnight sensation with more than one million Facebook "fans", or followers. A unique opportunity exists for Brownwood in that it could host a crock pot-themed public event. Such an event could take the familiar "cook-off" form, with the Crock Pot Girls conducting slow cooker classes and sharing their recipes with the general public.

#### *Parade of Homes*

In conjunction with Brownwood's slogan, "Feels like Home," a Parade of Homes would fit perfectly as a possible branding/marketing idea. By creating a special route with the many architecturally unique homes in Brownwood, the city could attract prospective homeowners both within the city and the surrounding area. Furthermore, the city could use the Christmas season and the 4<sup>th</sup> of July holiday, among others, as dates for such an event and attract those traveling to Brownwood for a weekend getaway. *Example in Lubbock, TX:*

[http://lubbockonline.com/stories/053109/bus\\_445530902.shtml](http://lubbockonline.com/stories/053109/bus_445530902.shtml)

## Lake Brownwood

Additionally, the 7,300-acre Lake Brownwood is home to a wide variety of fish, including large-mouth bass, small mouth bass, white bass, stripers, white crappie, yellow cat, flathead cat, perch, and gar. Camping is available, and water skiing, jet skiing, and boating is always great on this central Texas lake. This is an untapped resource for visitors looking for many of these water activities. (Source: [www.lakebrownwood.com](http://www.lakebrownwood.com)).

## Notable Persons of Brownwood

Brownwood is home to several notable persons, including Robert E. Howard (the creator of Conan the Barbarian), Bob Denver (the actor who played Gilligan on CBS's *Gilligan's Island*), and multiple professional athletes and successful musicians. At the very least, small conventions may be organized for these "cult figures" to capture their large fan base, giving further originality to Brownwood.

## Case Studies

- *"Promoting Tourism in America"*
  - This website contains a vast amount of information for small and rural communities promoting tourism and enhancing economic development. Sections include tourism development, economic impact, marketing strategies/niche markets, and relevant organizational contacts
  - <http://www.nal.usda.gov/ric/ricpubs/tourism.html#tourismspecialties>
- *"An Economic Strategy to Renew American Communities"*
  - This document addresses the problems of distressed communities after experiencing recessions or economic shocks. It provides background of the situation, and proposes a three-pronged approach: attract businesses to distressed areas, invest in displaced workers, and match workers to jobs
  - <http://econ-www.mit.edu/files/6047> - located in Appendix
- *"Economic Development – Rural Assistance Center"*
  - This is a comprehensive website with numerous links and examples for a small city to increase its overall economic activities. Sections include funding initiatives, organizational tools, community success stories, etc.
  - [http://www.raconline.org/topics/communities/econ\\_dev.php](http://www.raconline.org/topics/communities/econ_dev.php)
- *"Tools of the Trade – American Planning Association"*
  - This is a series of development tools to improve the economic environment of a community. There are a total of 11 strategies discussed, including: coordination, business development, incentives, land supply, etc.
  - <http://www.planning.org/eda/toolkit/#5>
- *"20 small business ideas for small towns"*
  - This document introduces 20 small business ideas for a small community. In addition, it lists 7 ways to create your own small business ideas
  - <http://files.mccrayandassoc.com/downloads/BizIdeaBooklet.pdf> - located in Appendix

- “*Employment Generation Strategies for Small Towns*”
  - This document touches on the basis and formulation of generating greater local employment. It lays-out seven distinct alternatives for increasing jobs and employment, with great attention to detail, and a final implementation component
  - [http://cherokee.agecon.clemson.edu/redrl\\_rpt2.pdf](http://cherokee.agecon.clemson.edu/redrl_rpt2.pdf) - located in Appendix

## **Funding & Financial Strategies**

The examples below were taken from the following website: [www.greyhill.com/incentives](http://www.greyhill.com/incentives).

### *Cash Grants*

- Job creation grant: a company creating a minimum required number of new jobs is eligible to receive a cash grants per job created. Many states set a minimum wage level and capital investment value to qualify
- Training grant: includes a variety of possibilities, from simple reimbursement of a company’s training expenses to creation and management of a full-fledged training program
- Cash grant: direct cash grants for a company to use at its discretion

### *Tax Incentives*

- Property tax abatement: an abatement of a portion of the incremental new real estate and personal property taxes resulting from the project. Property tax abatements will typically last between two and ten years
- Payment-in-lieu-of-tax: as part of a larger property tax agreement, the company pays a set dollar amount to the taxing authority for removing property tax liability
- Historic preservation tax credits: available federal or state tax credits for the substantial rehabilitation of buildings that are certified as historic
- Sales tax exemption: the company is exempt from sales tax liability for certain purchases.
- 4a & 4b tax revenue

### *Financing*

- Industrial revenue bond: tax exempt bonds issued in cooperation with the state or local government. The bonds provide below market interest rates and additional property tax reductions
- Direct loan: traditional loan from the sponsoring government to a company. Typically includes a below market interest rate

### *Regulatory*

- Expedited permitting: an expedited process to achieve building occupancy in a timely manner. Includes desired land use approvals and building permits
- Environmental remediation: the government will manage site cleanup and accept ongoing liability to entice a company considering a brown field site

## Other

- Development fee rebates: waiving all or a portion of certain permit and development fees
- Land assembly: joining contiguous lots to make one larger parcel of developable land for potential developers
- Density bonuses: permits developers to increase the maximum allowable development on a property

## City improvements

The following list can help with increasing infrastructure redevelopment and beautification, and correcting other citywide issues.

- *Recommendation:* The city has expressed interest in hiring a grant writer to fund several local infrastructure-related projects. This could be realized with the assistance of *Avalanche Consulting*. Initially, the city would fund the individual's income to begin the grant writing process. After a certain point, the individual would then be required to provide his or her own income through various grant proposals. This kind of short-term expense for the city would create multiple benefits in the long-term.
- Public Improvement Districts, Business Improvement Districts, Downtown Development Districts\Associations – These can provide a lot of improvements, from advertising to security to sidewalks, benches and street repair. They can also help get the businesses in the area cooperating more fully. There are variations but generally a fee is charged each property owner and used for these activities
- Special Assessment Districts – These are good for getting street repairs, lighting, etc. done more rapidly than the current schedule allows. Property owners are assessed a fee based on their lot size, proximity to the improvement, etc. and the funds are used to make the improvement
- Tax Increment Reinvestment Zones – These are the only ones that do not involve either a tax increase or an assessment. Their success depends on selecting an area that is not so far gone that it has little chance of improving, and also avoiding areas that are doing fine and don't need the help. There are many parts of Brownwood that fit this profile
- Revolving loan funds – These are good for assisting small business development. For example, a local person interested in renovating an abandoned building or opening a small store could get a loan from the fund (people doing those activities often have a very difficult time getting loans from other sources), then as they repay the loan the money could be loaned out again to another person. It's pretty common for the initial money to loan to come from a CDBG, EDA, or other grant
- Donations – These should not be overlooked, especially with respect to public art—which can often be generated through a competition, with a small cash prize coupled with the promise of publicity for the winners--parks and streetscape improvements. Service clubs can also help by agreeing to maintain public spaces, etc



## **Attracting local developers**

Local developers already active in Brownwood and Early can be approached to discuss partnerships to provide the market rate multifamily (and possibly single family) housing that is lacking now. The city does not need to become a large cash contributor; instead, you can offer free utility hookups, waive development fees, assemble land, install improvements, help with surveying, guarantee private loans so the interest is lower (or, nowadays, so that they will be given at all), offer city land (including tax-delinquent parcels that the city can acquire), etc.

The Hotel Brownwood is uniquely important due to its visual prominence, historical significance and location. Adapting this building to a new use would send a strong message that Brownwood is an up-and-coming city full of vitality. Partnership will be necessary to get any reuse going; there are many examples of success in similar cases, but all include very proactive efforts by the city (or, more often, an EDC-type entity) to reach out to prospective buyers\tenants (for example, Howard Payne), see what they need to succeed, and offer help. Several other prominent downtown structures might also be good targets for this approach.

## **Conclusion**

This document may serve as a checklist for the City of Brownwood to fulfill in order to achieve consistent economic growth. Establishing basic industries and linkages must always be considered when addressing an economic development decision. In today's rapidly changing society of lesser manufacturing and greater service-based industries, Brownwood needs to think about business diversity when attracting potential businesses. The result of this effort should be a local economic base formidable enough to withstand future economic shocks, i.e. a firm moving out of town, new competition, changing demographics.

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# Downtown Renewal



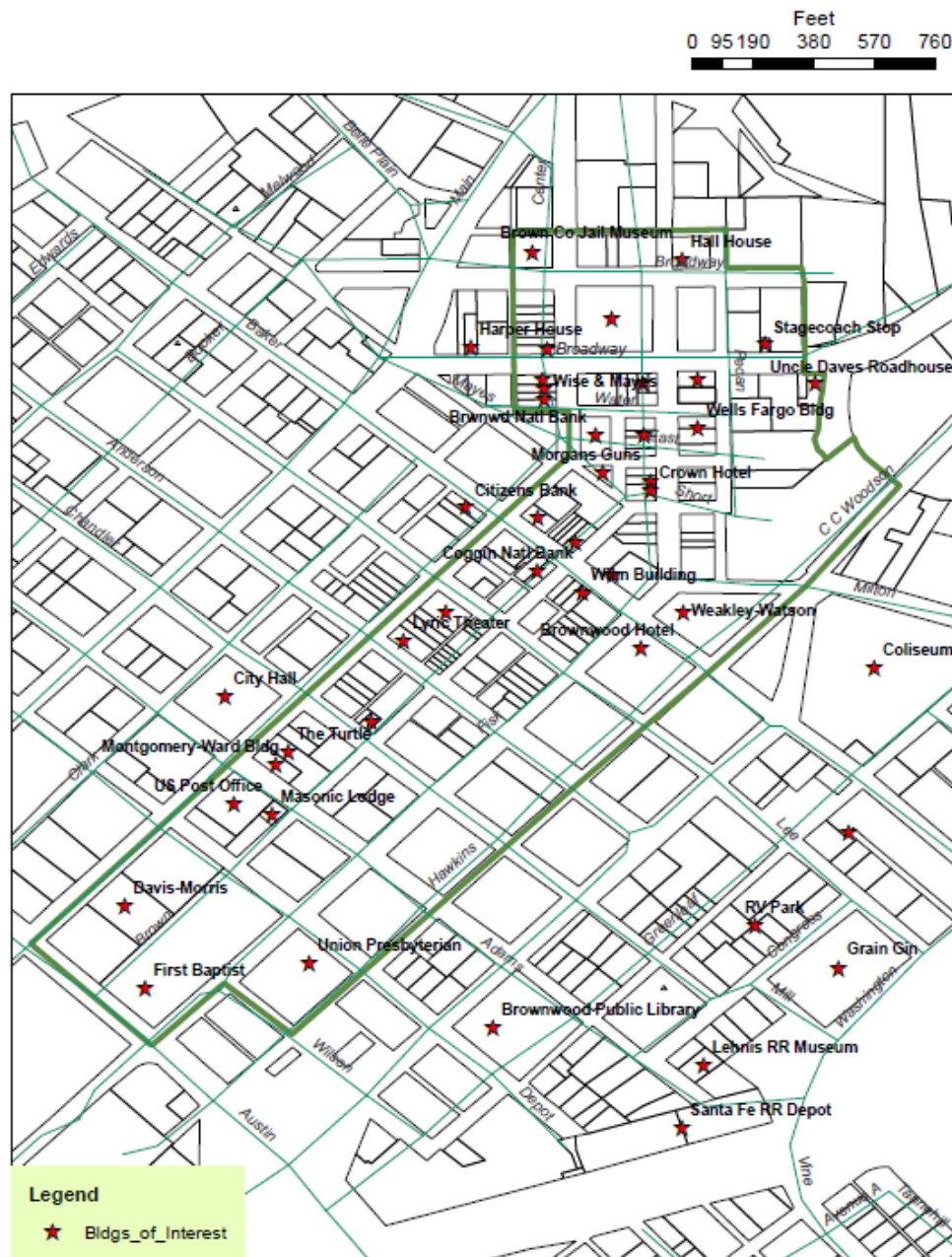
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## Option 2

The second option is mainly bounded by Austin Avenue, Center Avenue, Mayes Street, and Hawkins Street, as seen in Figure 2. It incorporates roughly 38 blocks and is the largest of the two overlay options.

Figure 2.2: Historic Overlay District, Option 2





## *Purpose*

The Downtown Historic Overlay District is intended to create a visually appealing district, while also protecting the historic integrity of each building. In general, the following three goals are considered in the creation of this district:

- **Protect** and promote the historic features of Downtown Brownwood. The existing buildings should be revitalized and maintained.
- **Infill** the currently vacant properties while promoting the historic character of the area.
- **Renew** investments within the district to improve the historical value of buildings and increase the occupancy of businesses and residences.

## *Regulations*

Various architectural and street display regulations may be applied to the district. Upon implementation of the Historic Overlay District, the regulations will impact any alterations or additions made to the buildings. Examples of these regulations are discussed below.

In general, the regulations for the Historic Overlay District are meant to provide guidelines for private development of structures within the designated area. They intend to develop and protect community identity throughout any development in downtown Brownwood.

A Historic Landmark Commission, Historic Review Board, or something equivalent should be developed to oversee building applications on historic buildings and to handle the regulations surrounding the Historic Overlay District.

A variety of regulations can be considered; several examples from different cities and communities around the country are listed below.

## *Architectural Regulations*

The following regulations are examples from the New York City Landmarks Preservation Commission. They are an example of the most restrictive form of regulations. The regulation examples described below utilize permits, which would be handled by a Historic Landmark Commission or an equivalent organization. Additional information regarding this example can be found at the following website: [http://www.nyc.gov/html/lpc/html/working\\_with/perform\\_work.shtml](http://www.nyc.gov/html/lpc/html/working_with/perform_work.shtml).

1. Air Conditioners
  - a. Permit needed
    - i. Any brackets being affixed to walls or windows for window air conditioners
    - ii. Installing central air with outdoor units
    - iii. Installing through the wall air conditioners
  - b. Permit not needed
    - i. Ordinary installation of window air conditioners that don't use brackets
2. Awnings
  - a. Awnings should be retained and repaired when necessary
  - b. Permit needed
    - i. Installation of new awnings on residential or commercial buildings
    - ii. Recladding of existing awnings

- c. Permit not needed
    - i. Seasonal removing
    - ii. Cleaning
    - iii. Minor repairs
    - iv. Fabric patching with matching material
- 3. Cornices
  - a. Cornices should be retained, kept painted and repaired when necessary
  - b. Permit needed
    - i. Painting cornice a different color
    - ii. Replacing surface of decorative composition
  - c. Permit not needed
    - i. Removing rust
    - ii. Painting the same color
    - iii. Patching holes and dents
- 4. Doors
  - a. Permit needed
    - i. Painting different color
    - ii. Installing intercom
    - iii. Installing light fixtures outside
    - iv. Installing protective grills or bars
    - v. Replacing transparent material with solid
    - vi. Replacing solid material with transparent
    - vii. Altering frame of door
    - viii. Changing door configuration- material, shape, size, number of doors, transoms, or glazing within existing opening.
  - b. Permit not needed
    - i. Repainting same color
    - ii. Sanding or refinishing frame that's already varnished or stained
    - iii. Repairing by using wood putty
    - iv. Replacing or installing new locks
    - v. Replacing broken glass
    - vi. Weather stripping
- 5. Lighting
  - a. Permit needed for any type of installation of lights
  - b. Lighting must be simple and small so as not to distract from the building itself
  - c. It cannot be installed into ornamental stone
- 6. Masonry and Wall Surfaces
  - a. Permit needed
    - i. Repairing or resurfacing masonry
    - ii. Replacing brick
    - iii. Cleaning exterior wall surfaces
    - iv. Stripping paint from façade
    - v. Painting façade surfaces a different color

- vi. Painted previously unpainted masonry
- b. Permit not needed
  - i. Repainting previously painted masonry or wood same color
  - ii. Removing small amount of graffiti with graffiti remover
- 7. Painting
  - a. No permit is needed if the color is the same
- 8. Roof Repair and Rooftop Additions
  - a. Roofs should be maintained and repaired
  - b. Permit needed
    - i. Replacing and repointing chimneys, parapet walls, or other masonry parts of the roof
    - ii. Replacing roof material on any roof, besides flat roofs
    - iii. Installing roof hatches or skylights
    - iv. Altering or removing dormers, dormer windows, or chimneys
  - c. Permit not needed
    - i. Caulking joints
    - ii. Replacing or repairing any feature not viewable from street
    - iii. Replacing or repairing flat roofs
- 9. Signage
  - a. Any sign installed must be approved
  - b. Sign must be flat, non-illuminated, installed above storefront and below 2<sup>nd</sup> story window and must correspond to size of storefront
- 10. Stoops, Fences and Handrails
  - a. Permit needed
    - i. Painting a different color
    - ii. Painting previously unpainted masonry
    - iii. Repairing or resurfacing stoops and handrails
    - iv. Cleaning masonry surfaces
    - v. Replacing parts of fence with new and different materials
    - vi. Installing or constructing fence where none existed
    - vii. Removing fence, gate or stoop
  - b. Permit not needed
    - i. Patching and minor repairs which do not change original appearance
    - ii. Removing paint or rust from metal or wood
    - iii. Painting wood or metal surfaces the same color
    - iv. Painting previously painted stone or brick same color
    - v. Caulking metal or wood joints
    - vi. Replacing corroded bolts, hinges and latches
    - vii. Removing small amount of graffiti
- 11. Windows
  - a. Permit needed
    - i. Painting a different color
    - ii. Installing new frame

- iii. Installing or removing shutters
    - iv. Changing the shape of frames or windows
    - v. Blocking an existing window or creating new ones
  - b. Permit not needed
    - i. Weather stripping
    - ii. Caulking
    - iii. Puttying
    - iv. Replacing broken glass
    - v. Painting same color
    - vi. Installing interior storm windows
    - vii. Installing regulation child guards
12. Yards and Areaways
- a. Permit needed
    - i. Replacing pavement
    - ii. Repairing or patching pavement
    - iii. Installing new pavement where there was none before
    - iv. Removing pavement
    - v. Altering any area steps
    - vi. Installing or removing permanent planters
    - vii. Painting yard or pavement
    - viii. Constructing any structures in yard
    - ix. Installing yard or area light
    - x. Changing level of yards or area
    - xi. Creating curb cut or parking area
  - b. Permit not needed
    - i. Maintaining lawns and shrubs
    - ii. Planting new plants
    - iii. Replacing planter boxes, planting pots or window boxes

### *Architectural Regulations*

The following architectural regulations are another example from the Historic District Design Guidelines for the City of Elgin, TX. Compared to the previous regulations, the following are significantly less detailed and not as intensive. They are more like suggestions for the building owners. Additional information regarding this example can be found at the following website: <http://www.elgintx.com/designguidelines.asp>.

- 1. Storefronts
  - a. Color
    - i. Exterior body and trim colors should be selected from historical selections.
    - ii. Trim color should contrast with the brick.
    - iii. Façade colors should be represented in storefronts and signs. Trim color can be used for lettering of signs.
    - iv. Sign colors should relate to trim color.
    - v. Color scheme should coordinate with the building elements and is sensitive to the architectural aesthetic.

- vi. Color scheme should be sensitive of the buildings immediately adjacent to the property.
    - vii. Retain the intrinsic color of unpainted surfaces, such as masonry. Walls.
  - b. Windows
    - i. Original glass pane size and window dimensions should be maintained.
    - ii. When replacing windows use the same dimensions and locations as original windows.
    - iii. Tinted and Plexiglas windows are not allowed.
  - c. Entries
    - i. Recessed entries where they are original should be kept that way or redesigned to have a recessed entry where possible. Recessed entries help identify entrance as well as provide shelter.
    - ii. Preserve the proportions of the original door opening. Whenever possible, reconstruct original doors.
    - iii. Maintain recessed entries.
    - iv. First work with original materials if still intact. Otherwise, remake to fit original dimensions.
- 2. Awnings and Overhangs
  - a. The awning or overhang should not hide features of the building.
  - b. Awning or overhang should not be too large or small for the building. Choose an appropriate size.
  - c. Ensure that the awning fits the dimensions of the window construction.
  - d. Ensure the awning fits with the overall scheme of the block.
  - e. Keep the awnings simple without themes or elaborate decorations.
- 3. Lighting
  - a. Lighting conduits and wiring shall be internal or otherwise not visible from the exterior of the building.
  - b. External light fixtures shall illuminate only the storefront and/or ground story signs.
  - c. The number and size of light fixtures shall be modest and proportional with the scale of the storefront.
  - d. The design and placement of light fixtures shall relate to the storefront and complement or not diminish the architectural style and detail of the building.
  - e. Fluorescent and high intensity light shall be permitted only if the source of light is concealed and shielded.
  - f. Recessed soffit light fixtures and decorative pendant fixtures shall be permitted within the soffits of recessed storefront entranceways provided that the installation of such fixtures does not cause damage to historic stone or metal lintels.

## *Street Display Regulations*

The following street display regulations were inspired by regulations originally in the guidelines of the Historic Downtown District Overlay for the City of Corsicana, TX. Additional information regarding this example can be found at the following website:

[http://www.ci.corsicana.tx.us/departments/mainstreet/docs/CityofCorsicana\\_HistoricDowntownOverlayGuidelines.pdf](http://www.ci.corsicana.tx.us/departments/mainstreet/docs/CityofCorsicana_HistoricDowntownOverlayGuidelines.pdf).

1. Parking
  - a. On-street parking is permitted and encouraged to attract retail and business customers
  - b. Semi-trailer, wheeled vehicle pulled by a trailer towing device, truck tractor, or 18-wheeler is prohibited from parking on any street or private or public spots and lots within the historic district, with the exception of loading.
  - c. On-site parking is permitted in the form of a paved surface lot, which must be screened by a continuous line of greenery if fronting a street within the historic district. The greenery must be at least 30 inches tall at the time of planting.
2. Displays
  - a. Outdoor retail displays are permitted, but cannot reduce the sidewalk space to less than 4 feet for pedestrian traffic.
  - b. Merchandise may be displayed only during store business hours and must be moved indoors at the end of each business day.
3. Sidewalk Restaurants
  - a. Sidewalk restaurants are permitted, but cannot reduce the sidewalk space to less than 4 feet for pedestrian traffic.
  - b. Fences, railings, or barriers are not permitted to encroach on the sidewalk space and reduce it to less than 4 feet.

## *Conclusion*

As seen from above, there is a variety of regulations Brownwood can consider for the Downtown Historic Overlay District. The example regulations from New York are significantly more detailed and specific. In contrast, the example from Elgin, TX is significantly more relaxed. Depending on how Brownwood would like to handle the Historic Overlay District, either of these options will be helpful as the city develops its own regulations. Furthermore, the city may choose one example over the other to follow, or some combination thereof. Overall, the use of the Historic Overlay District will help to guide and enhance the character and identity of Downtown Brownwood, while also preserving and restoring the historic buildings.



## Overall Downtown Beautification

By including simple aesthetic improvements in the downtown area, Brownwood can create a more enjoyable atmosphere that will attract consumers and residents to downtown Brownwood.

Improvements that can be incorporated into the downtown plan design standards include:

- Sidewalks
- Brick pavers
- Signage
- Planters/trees
- Benches
- Gateway entrances

The following photograph of downtown Bryan, TX depicts elements such as wide sidewalks, brick pavers, clear signage, planter boxes, and human-scale landscaping that should be included in downtown design standards and can be incorporated into historic districts and overlays.



<<http://www.forttumbleweed.net/bryan.html>>

## Brick Pavers



<[www.pismochamber.com](http://www.pismochamber.com)>



<[www.tileofluxvery.com](http://www.tileofluxvery.com)>



<<http://dreamscapeoregon.com/wordpress/>>



<[http://www.rock-unique.com/paving\\_-\\_section/limestone\\_2006\\_60.html](http://www.rock-unique.com/paving_-_section/limestone_2006_60.html)>



## Signage Options



<http://www.villageofpinehurst.org/>



[preservinghistoricsites.wikispaces.com](http://preservinghistoricsites.wikispaces.com)



[www.shutterstock.com](http://www.shutterstock.com) - 871767

<http://www.shutterstock.com/>



<http://yaymicro.com>

## Planters/Trees



<http://www.cooltownstudios.com/images/treeplanters.jpg>



<http://www.nycgovparks.org/trees>

## Benches



<[http://www.123rf.com/photo\\_916251](http://www.123rf.com/photo_916251)>



<<http://www.chillicotheohio.com/>>



<[mauifeed.com](http://mauifeed.com)>



<[www.panoramio.com/photo/37378563](http://www.panoramio.com/photo/37378563)>



## Gateway Entrances



<<http://www.canada-photos.com/picture/historic-garrison-district-sign-new-brunswick-2264.htm>>



[www.panoramio.com/photo/12151968](http://www.panoramio.com/photo/12151968)



<[sandiegorentalpropertymanagement.com/service-areas/gaslamp-district-san-diego-california/](http://sandiegorentalpropertymanagement.com/service-areas/gaslamp-district-san-diego-california/)>



<[www.businessinbrentwood.com](http://www.businessinbrentwood.com)>

## Downtown Beautification Fundraising

To help finance the beautification of Downtown Brownwood, the city can offer fundraising opportunities to residents, businesses, or service organizations throughout the city. By sponsoring bricks, benches, or light posts, the city can raise money for beautification while allowing the citizens to have a physical link to downtown and something visual to visit. Donors of larger amounts could have a more prominent marker, such as a plaque noting their donation to a building's façade, a segment of sidewalk, or a tree.

## Texas Main Street Program

As segments of downtown are included in historic overlays, the Texas Main Street Program of the Texas Historical Commission can provide case studies of how cities of similar age and population turned declining downtowns into vibrant activity centers. The program assists cities in Texas to revitalize historic downtowns and neighborhood commercial districts through the utilization of preservation and economic strategies. Through the Texas Main Street Program, 86 communities

have created 25,000 local jobs, expanded or created 6,400 businesses, and realized more than \$2 billion in economic reinvestment.

*Key Recommendations from Texas Main Street Design Office*

- Replace bricked-in façades with wood storefronts
- Restore transom windows
- Restore signage to historical origins
- Remove metal slipcovers and repair existing brick and mortar façade
- Use different color schemes for adjacent buildings to differentiate them
- Highlight architectural detail, such as branding along cornices, sign frames, and canopies with contrasting paint colors
- Add canopies and/or awnings to buildings
- Add pedestrian-oriented signs below the canopy

The following images depict Texas Main Street buildings that have undergone transformations recommended by the Design Office

([http://www.thc.state.tx.us/mainstreet/msPDF/ms\\_bfr\\_aftr.pdf](http://www.thc.state.tx.us/mainstreet/msPDF/ms_bfr_aftr.pdf)).

**Brenham, Texas Grain Store**



<[http://www.thc.state.tx.us/mainstreet/msPDF/ms\\_bfr\\_aftr.pdf](http://www.thc.state.tx.us/mainstreet/msPDF/ms_bfr_aftr.pdf)>



## Livingston, Texas Drug Store



<[http://www.thc.state.tx.us/mainstreet/msPDF/ms\\_bfr\\_aftr.pdf](http://www.thc.state.tx.us/mainstreet/msPDF/ms_bfr_aftr.pdf)>

## Farmersville, Texas Times Building



<[http://www.thc.state.tx.us/mainstreet/msPDF/ms\\_bfr\\_aftr.pdf](http://www.thc.state.tx.us/mainstreet/msPDF/ms_bfr_aftr.pdf)>

## Comanche, Texas Higginbotham's Store



[http://www.thc.state.tx.us/mainstreet/msPDF/ms\\_bfr\\_aftr.pdf](http://www.thc.state.tx.us/mainstreet/msPDF/ms_bfr_aftr.pdf)

### Office and Retail

The City of Brownwood has survived many ups and downs in the past several decades, from a booming army base to a nearly deserted downtown. The biggest driver in a community is the economic base and without a strong economic core, a city simply will cease to exist over a span of a few years to several years. The main focus of this research is the downtown area and what can be done to help improve the economic drive for the area.

There are several important factors that have to come into play before an area can be revitalized into a thriving economy once again. The first factor is a single brave business owner. It is a well-known fact that entrepreneurship can be a boom-or-bust profession, especially in an area that is struggling to survive. But it only takes one strong success before other business owners will have the courage to dive into the business of revitalization. A second key factor is money. In order for a business to get off the ground, some sort of funding needs to be readily available to help keep the business alive through rough times and to be there as a security blanket in case things go awry. Funding can come from several different sources such as grants, private investors, and local and federal government sources. Funding from government entities come in several forms, but most commonly they are grants. This type of funding comes through an application process that usually includes a letter of explanation, stating why the funding is necessary, along with economic figures and related material. The following are the most common types of grants available from government entities:

- **research grants** to support investigations aimed at the discovery of facts, revision of accepted theories, or application of new or revised theories;
- **demonstration grants** to demonstrate or establish the feasibility of a particular theory or approach;
- **project grants** to support individual projects in accordance with legislation that gives the funding agency discretion in selecting the project, grantees, and amount of award;
- **block grants** to provide states with funding for a particular purpose; and
- **formula grants** to provide funding to specified grantees on the basis of a specific formula, using indicators such as per capita income, mortality, or morbidity rates, outlined in legislation or regulations (Source: [www.grants.gov](http://www.grants.gov)).

The following is a letter presented to the 2011 Better Government Competition which was completed for the City of Bryan in March of 2011 about the success in Bryan. This type of program would be beneficial to revive the retail and office spaces of Downtown Brownwood.

*2011 Better Government Competition – Maggie Dalton, Planning Intern, City of Bryan*

The Downtown Improvement Program in the City of Bryan, Texas has proven to be a successful program which has given the downtown core of Bryan a second chance at life once the economic downtown in the 1980s rendered the area economically dead. To combat the problem of a dying downtown, the City Council commissioned a master plan to guide the City in the redevelopment of Downtown. The City of Bryan adopted its Downtown Master Plan in September of 2001 and quickly began implementing the recommendations of the plan. Included within the master plan's recommendations were specific property improvement recommendations for the historically significant structures within the area. Many of these properties had fallen into disrepair and had building modifications insensitive to the historic architecture and design of the buildings. In response to the Downtown Bryan Master Plan identifying the need for additional redevelopment incentives, City staff developed a new, easy to access, incentive program named the Downtown Improvement Program.

The Downtown Improvement Program provides matching grants to renovate or restore downtown buildings to create a more attractive, useful, accessible, and safe environment, while preserving the historic character and stimulating business activity, expansion and retention. Before the master plan was adopted, federally funded Community Development Block Grant money had funded programs to assist with building improvements in Downtown Bryan. Unfortunately, this funding source was limited and at times difficult to access, resulting in very few grants and/or loans made in Downtown from these programs. Monies for the Downtown Improvement Program come from the City's General Fund and are available without the restrictions of federal funds. Since the Downtown Improvement Program's inception, approximately 45 downtown properties have received grants. From 2001 through 2006, the program granted a maximum award of \$50,000 in grant monies that were required to be matched. In 2006 and 2007, the program funding was transferred to a major downtown infrastructure project but came back even stronger in 2008 with a maximum grant award based on the size of the property to encourage large building owners to apply. Currently, maximum funding is \$1,000 per linear foot of street frontage. This new formula was successful and has aided in restoring some of the larger and grander buildings in Downtown.

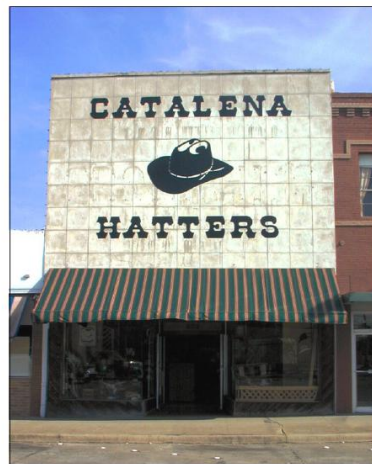
The Downtown Improvement Program is essentially a public/private partnership program to assist in the successful redevelopment of Downtown Bryan, a major focal point for citizens of the community. Downtown rebirths have been the subject of numerous books, articles, and programs. There are national programs such as the Main Street program to combat blight within Downtowns across the country. The Downtown Improvement Program is not a unique idea or program but the way the City of Bryan has chosen to apply the idea is truly unique, especially when government's budgets are reduced. This program truly illustrates how investing public funds can generate huge returns to the citizens.

The costs for the program vary depending on the amount of projects to be funded and the scope of those projects. The program was created by the Bryan City Council adopting a resolution and guidelines for the program, as allowed by state law. These documents were prepared by City staff with input from stakeholders. Funding is awarded on a yearly basis and has varied depending upon the availability of funds. The City Council has funded the program 8 of the 10 years since its

creation with a minimum of \$100,000 in the budget. During the two years the program was not funded, the funding was transferred to a Downtown capital improvement project that included rebuilding infrastructure in Downtown and provided streetscaping amenities. From 2001 thru 2006, the program granted a maximum award of \$50,000 in grant monies that were required to be matched. In 2006 and 2007, the program funding was transferred to a major downtown infrastructure project but came back even stronger in 2008 with a maximum grant award based on the size of the property. Currently, maximum funding is \$1,000 per linear foot of street frontage. This new formula has aided in restoring some of the larger and grander buildings in Downtown.

The image of the Catalena Hatters storefront is from the Downtown Master Plan for the City of Bryan. This structure has currently received a Downtown Improvement Program grant and has completed the work to restore the storefront.

In the six out of eight fiscal years the program was funded, the program has reimbursed \$1,235,735.27 of City General Funds to leverage over \$4,026,599.43 of construction improvements. Approximately 45 properties have participated, resulting in the renovation of key buildings and the first new construction in Downtown Bryan in over thirty-five years. Most recently, in fiscal year 2008, 4 properties benefited from this program with



- Pooling and lack of positive drainage on alley side
- Improper gutter slope and poor downspout termination
- Mortar deterioration visible on east and north facades
- Original windows covered
- Biological staining
- Building in need of cleaning
- Stucco lintel deterioration
- Holes in masonry
- Paint on brick



- Regrade site to ensure proper drainage away from the building.
- Reconfigure drainage system so that downspouts drain at a proper slope and distance away from the building or into an underground drainage system.
- Repoint areas where mortar has deteriorated with mortar matching the original in composition, color and profile.
- Patch holes in masonry with a masonry patching compound.
- Clean building in a manner that is not harmful to the brick or mortar.
- Open window and door openings. In each opening use wood widows or doors that match the historic nature of the building.
- Repair stucco lintels.
- Test masonry to determine if the removal of paint from the brick will harm the building. If not, remove the paint in the most gentle means possible.
- Remove slipcover and restore front facade.
- Restore storefront in a historically accurate manner.
- Ensure that entrance is ADA compliant.

Source: City of Bryan

\$311,806.00 of public funds awarded and \$2,479,050.45 private dollars spent in the total renovation of these 4 properties. Fiscal Year 2009 projects were awarded approximately \$158,456.84 and \$688,671.23 private dollars spent during renovation. Fiscal year 2010 awards total \$94,007.00 and projects are currently under construction. This highly visible commitment from the City and Downtown Property Owners has refreshed the spirit of those who have been impacted over the years of inactivity and now see the vision of a renewed heart of the community.

The program is funded through the City of Bryan's general fund which receives its funds through tax revenue. The City of Bryan's property tax rate is \$0.6364 and the sales tax rate for the City of Bryan is 6.25%. The City of Bryan Fiscal Year 2011 net expense budget totals \$329,009,104.00.



Resolution 2988 and the Downtown Improvement Program Guidelines were adopted by the Bryan City Council under the authority granted in Section 380.001 of the Texas Local Government Code.

The Downtown Improvement Program provides matching grants for individuals or businesses that own buildings located in Downtown Bryan. The program has benefitted the City of Bryan by making downtown more attractive and improving the economic vitality of the buildings by increasing sales tax and property values, while preserving Bryan's architectural and cultural history. Since the program was initiated in 2001, approximately 45 properties have participated, resulting in the renovation of key buildings and the first new construction in Downtown Bryan in over thirty-five

The Queen Theater - Before



Source: [www.sergeev.org](http://www.sergeev.org)

years. This highly visible commitment from the City and Downtown Property Owners has refreshed the spirit of those who have been impacted over the years of inactivity and now see the vision of a renewed heart of the community. The City of Bryan recognized the building stock of a community is just as important to invest in as the streets and utilities and other public works infrastructure. The Downtown Improvement Program gambled public money on private property by granting money for renovation projects. All of these components make up the infrastructure of a City and good, working, infrastructure is imperative to the overall health of a community.

This program has and continues to restore and preserve the historical fabric and character of Downtown Bryan, ensuring the survival of the

area's rich architectural and cultural history; stimulates redevelopment to increase sales tax revenue and property values; and eliminates slum and blight conditions as they exist in downtown Bryan. The program is funded through the City of Bryan's general fund. Oftentimes, the private dollars matched far exceed the minimum matching requirements and while the program is only for the exteriors of properties, property owners often will take the opportunity to do complete renovations – interior and exterior improvements. The result is construction jobs created, property values raised, and vacant or underutilized buildings given a new purpose and life. The economic impacts of this program go far beyond the costs of exterior construction.

The Queen Theater - After

More significant than the economic impacts of this program, but harder to quantify, is the social impact that has resonated throughout the community. Downtown Bryan has become a place of pride and the citizens of Bryan celebrate their heritage through these improvements made to the heart of the community. There are many other efforts in conjunction with this program to improve Downtown Bryan; however, this program allows for the greatest participation and buy-in on the revitalization of Downtown Bryan because it requires a personal financial commitment of stakeholders. Additionally, by preserving the historical character of Downtown Bryan, heritage tourism has been steadily increasing due to Downtown's abundance of history and number of restored properties.

Downtown Bryan is finally making a comeback to its glory days. The broken down buildings are being restored into beautiful, new, modern buildings, and the streets, parks, buildings, and corners are getting revamped while never forgetting where they came from. The new park on the outskirts of the downtown area is a beautiful place to take a midday walk or have a snack, and the repaved and well maintained roadways are trimmed and decorated to meet every season. The Downtown Improvement Program continues to benefit the City of Bryan by making Downtown more attractive, increasing the economic vitality of the buildings, increasing sales tax and property values, while preserving and enhancing Bryan's architectural and cultural history. Ideally, every property within Downtown Bryan will be restored and occupied to create a vibrant, mixed-use neighborhood and the Downtown Improvement Program will be applied to other areas of the city experiencing blight as a result of urban sprawl.



Source: [www.thebatt.com](http://www.thebatt.com)



## College Related Opportunities

### *Location of Ranger College*

Ranger College is located in Ranger, Texas with two satellite campuses in Brown County and Erath County. According to the Ranger College website, it is one of the oldest public two-year colleges in Texas. The website also notes that Ranger College is experiencing increases in growth. To accommodate this growth, Ranger College should consider opening another satellite location in downtown Brownwood. Ranger College accommodates about 1,500 students. CARR provides transportation service to the campus. Currently the campus is not interested in housing options. Ranger College and Howard Payne University have an agreement in place so Ranger College students may use their library. Howard Payne also recruits students from Ranger College. Below is an image of the current location of Ranger College.



Source: rangercollege.edu

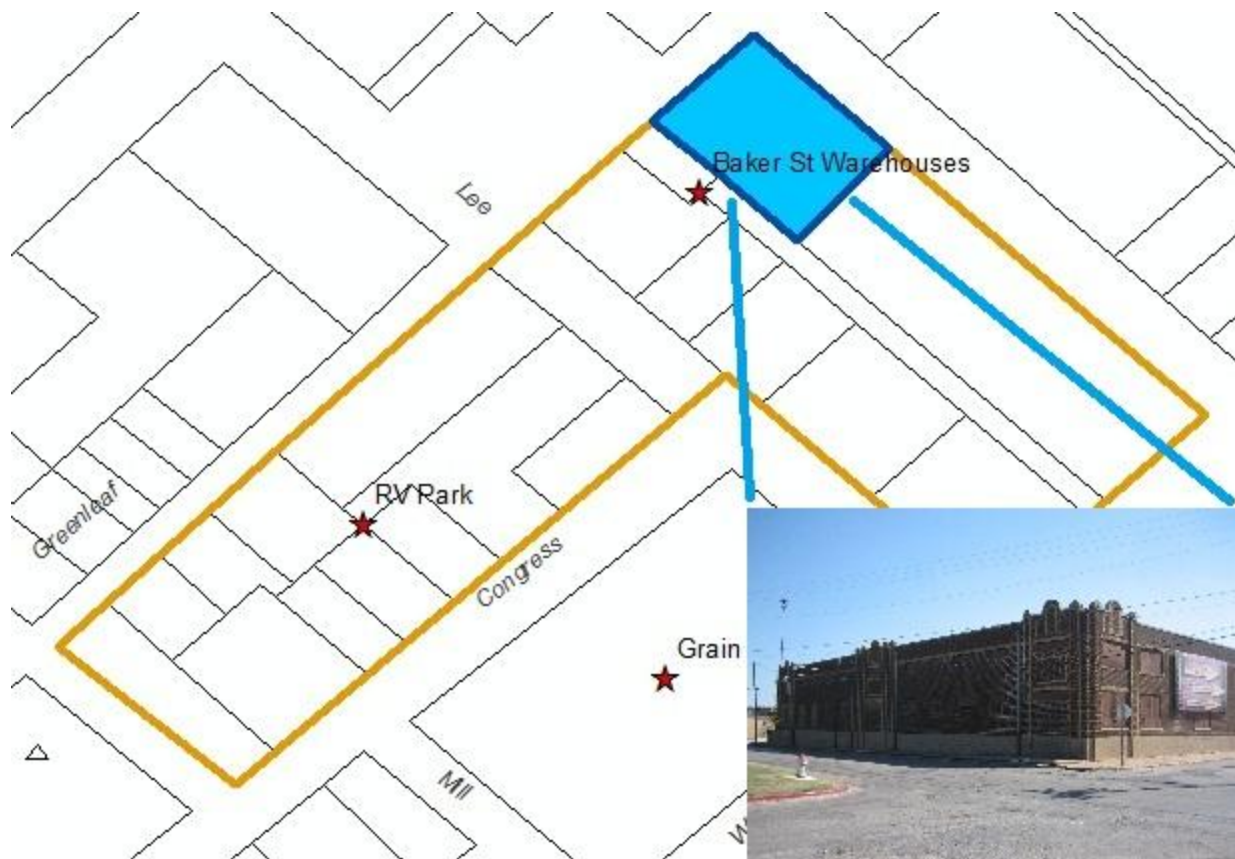
### Option 1

Ranger College could remain in its current location.

## Option 2

Ranger College could move into a downtown location for city revitalization and visibility. There are about two blocks located downtown near the Coliseum where Ranger College could locate, specifically the warehouse located on the corner of Baker and Greenleaf. In addition, the adjacent RV Park could be used as well. Below is an image of the location where the college could relocate.

Figure 4: Ranger College Expansion, Option 2



## Option 3

Ranger College could relocate outside of town on city-owned land that may be of no cost to the college. However, incentives could be offered to encourage Ranger College to go with Option 2, which would help to revitalize downtown.

### *Housing in the downtown area for college students*

In an effort to enhance downtown Brownwood, vacant buildings converted into student housing units to accommodate the student population from Howard Payne University and Ranger College will help revitalize the area. The redeveloped buildings should incorporate mixed-use development with retail, commercial, or office space on the first floor and student housing located on subsequent floors. Penn Commons, pictured to the right, is an affordable student housing option in the historic district of Pittsburgh, PA. The student housing is within walking distance to campus. Likewise, if buildings in downtown Brownwood were redeveloped, then it would bring value to the City and generate revenue. Furthermore, students attending Howard Payne University could easily walk or bike to campus.



Source: [studentguidetopittsburgh.com](http://studentguidetopittsburgh.com)

### *Alternative Student Housing Options in Brownwood*

In the late 1960's Howard Payne University used Hotel Brownwood for the Sid Richardson Dormitory. However, according to an old local Brownwood newspaper, the Degenerate Press, Hotel Brownwood had begun declining long before it was student housing. The hotel is currently vacant and the owner is looking to sell the property. The property owner and Howard Payne University could negotiate a deal to redevelop the property and use it as student housing again.



### **Hotel Brownwood Options**

After some analysis, and with an understanding that Brownwood has been discontented with previous solutions, this solution for the downtown area focuses not only on design and site plans, but also on innovative uses for the space. The downtown area of Brownwood lacks a nighttime culture and the building uses that go with it. At the same time, Brownwood is also suffering from abandoned structures threatening the downtown environment. The old Hotel Brownwood is the perfect place for both of these problems to be resolved. The hotel can be seen from many places throughout the city and is the tallest building in town. Built in 1930, it is a landmark for the city, and retains the identity of the town.

**Option One:** In order to help the new use integrate with the existing structure and community, the proposed design of the interior would build around the exposed brick interior columns, warm woods, and wrought iron to create an upscale Texas restaurant/bar, café, and event space. Upper floors would be utilized as office and meeting spaces for local businesses or University employees.

Currently the pool area at the corner of Hawkins and East Baker Streets is unused, much like the hotel. The proposed design would fill in the pool and create a garden and small patio space, which could be used by café patrons as extra seating or as an extension of the event space (i.e., concerts, dances, and weddings).

**Option Two:** Though the hotel has been used for student housing previously, we feel that with the growth in student population (both Howard Payne University and Ranger College) it may be worthwhile to revisit this option. Due to the large number of floors, and significant space on the lower level, Hotel Brownwood can serve several purposes in one building. The lobby space would be split into a casual, student-friendly restaurant, a bookstore, and a coffee shop. The next few floors would be used for office space, ideally only being occupied during the day. With a floor serving as a noise buffer, the floors above the office space would serve as student housing. Like option one, the previous pool space would be a patio space for extended café seating as well as garden for relaxation and outdoor socializing.

By simply adding uses into the bottom floor of the building, the old Hotel Brownwood can solve both the problem of abandoned buildings and a lack of nighttime activity downtown. A large component of success for this building is exposing these new uses to the street. Without proper exposure, the activities within the building will go unnoticed. Part of the liveliness of cities is their ability to successfully use visuals to entice by-passers to enter the venue. Both options focus on this main floor in order to attract Brownwood residents inside. The exterior features awnings along Baker and Fisk streets and a vertical sign extending along the Fisk street façade. The sign displays “HOTEL BROWNWOOD”, using the height of the building as a billboard for the hotel and adding a contemporary flare to a Brownwood icon.

The design style and aesthetic are new and contemporary with a material palette that respects the Texas vernacular. The ideal design would feature dark wood and leather, exposed brick, and wrought iron. Natural light would be captured during the day, with soft focus lighting at night for an intimate feel. The warm, Texas-friendly design is geared towards attracting locals, both young and old. The new Hotel Brownwood is designed to be familiar to local residents, provide a great place for night out with the family or friends, serve as a place to catch up and grab coffee, or catch a great local musician.



Source: degeneratepress.com

## **Asbestos and Accessibility Remediation**

### *Asbestos Remediation*

Asbestos is a silicon-based mineral used in construction since the Industrial Revolution. Sometimes called chrysotile, this naturally occurring mineral has very desirable insulative, flexibility, and fire-resistant properties. However, the same chemical composition that gives asbestos these unique properties also make it hazardous to human health. The two most desirable and widely used types of asbestos, brown and blue, are the most dangerous (Allen, J. et al, 1997). As early as the 1920s, asbestos was linked to respiratory problems in humans; today there is a substantial body of evidence that links asbestos inhalation to asbestosis (scarring of the lungs due to asbestos inhalation), lung cancer, mesothelioma (cancer of the abdominal lining), and other illnesses. Because of its dangers, asbestos is currently used only in very limited industrial applications (epa.gov).

The United States government passed several laws to ban asbestos use in new construction and require remediation in existing construction. The 1970 amendment of the Clean Air Act of 1963 first identified asbestos as an airborne contaminant, under the National Environmental Standards for Hazardous Air Pollutants (epa.gov). This policy also requires asbestos remediation surveys for most commercial, institutional, and public buildings prior to renovation. The Toxic Substance Control Act of 1976 severely limited asbestos use in most commercial applications (epa.gov). In 1989, The U.S. Environmental Protection Agency (EPA) issued the Asbestos Ban and Phase Out Rule, which details the asbestos inspection and remediation process and allows some presence of asbestos in commercial and institutional buildings under certain conditions (epa.gov). While it is not a federal agency, the American Society of Testing and Materials (ASTM) Standard E 2356-04 is typically consulted to determine if an asbestos study is appropriate as part of an environmental site assessment (ESA) (astm.org).

The State of Texas passed the Texas Asbestos Health Protection Rules in 1992; the law details the inspection and remediation process in the state (dshs.state.tx.us). An asbestos inspection is required prior to construction for any commercial, public, or institutional building built prior to 1990, with some exceptions. These standards require baseline testing for airborne asbestos before and during construction, as well as recommendations for safely removing materials that contain asbestos.

Professionals in the environmental engineering industry specifically licensed for this purpose conduct asbestos remediation studies. Federal Occupational Safety and Health Administration (OSHA) regulations that dictate what measures must be taken to protect workers when removing asbestos products, and EPA regulations regarding the disposal of asbestos make asbestos remediation very expensive; often, prohibitively so. However, depending on the results of an asbestos study, any of several alternatives to complete removal may be possible:



- Existing asbestos-containing elements that are undisturbed and likely to remain undisturbed by construction (such as abandoned water pipes insulated with asbestos) may be allowed to remain;
- Existing asbestos-containing materials may be encapsulated with modern materials and remain in place (such as wallboard or flooring);
- Existing asbestos-containing materials that are old enough to have off gassed to the point of being inert may remain (such as window glazing);
- Full remediation may be conducted in stages, thus alleviating overall expense, and;
- Construction funds may be shifted to asbestos remediation from less essential areas.

Each building must be evaluated separately by qualified professionals and restoration of the structure conducted accordingly (Read-Warden, E. 2011).

Because federal law regulates asbestos remediation, it cannot be circumvented. Therefore, strategies to fund asbestos remediation are essential. This is commonly accomplished through a fund dedicated to asbestos remediation:

- The City of Temple, Texas offers matching grants up to \$1,000 to pay for asbestos inspection reports and matching grants up to \$3,000 for asbestos abatement ([ci.temple.tx.us](http://ci.temple.tx.us));
- The City of San Angelo, Texas also utilizes TIRZ money to assist in asbestos remediation based on costs per square foot, up to a maximum of \$10,000 ([downtownsanangelo.com](http://downtownsanangelo.com));
- Twenty-five percent of the EPA's Brownfields Program fund (approximately \$23 million per year) is specifically dedicated for cleanup of any property associated with the petroleum industry through grants and revolving loans. These funds can be used for any property ranging from refineries to service stations. In 2003, the City of Houston used this funding source to renovate the former Jefferson Davis Hospital building (this included asbestos remediation) into loft apartments ([epa.gov](http://epa.gov));
- The National Register of Historic Places offers some historic preservation grants that can be applied to asbestos remediation as part of overall historic renovations ([preservationnation.org](http://preservationnation.org));
- The National Trust for Historic Preservation offers some grants that can be used for asbestos remediation as part of overall historic restoration projects. This organization also offers low-interest loans through the National Trust Community Development Corporation ([ntcicfunds.com](http://ntcicfunds.com));
- Under certain circumstances (such as for economic development or affordable housing projects), the Department of Housing and Urban Development (HUD) offers Community Development Block Grant (CDBG) funds that can be used for asbestos remediation ([portal.hud.gov](http://portal.hud.gov));
- In the past, the Texas Historical Commission has provided grants through the Texas Preservation Trust Fund, and;
- Surplus city-owned land can be sold to finance remediation grants or guarantee development loans.



## *Accessibility Remediation*

Another concern facing the city is increased accessibility for handicapped persons. The first Federal law to address this issue was the Architectural Barriers Act of 1968, which mandated more accessibility for Federal buildings ([access-board.gov](http://access-board.gov)). However, in 1990 the Americans with Disabilities Act (ADA) was enacted to expand accessibility laws to all commercial buildings; in 1991, the general guidelines which still apply today were enacted. The most current set of ADA regulations were amended in 2008, in response to a variety of legal challenges to the original 1990 law. The Texas Accessibility Standards (TAS) is the main regulations that govern accessibility issues. These are based on, and essentially the same as, the 2008 ADA requirements ([aga.gov](http://aga.gov)).

While accessibility within a commercial building is the responsibility of the owner, municipalities are generally responsible for accessible public facilities such as sidewalks, street crossings, accessible sidewalk ramps, public restrooms and drinking fountains, et cetera. While Federal law mandates accessibility, and remediation can be rather expensive (a single accessible sidewalk ramp can cost as much as \$1,200 to install), there are numerous strategies to help public facilities attain ADA compliance ([berkeleydailyplanet.com](http://berkeleydailyplanet.com)):

- Accessibility remediation can be phased along with other improvements, such as street improvements;
- The Texas Department of Agriculture offers a capital fund grant that can be used for sidewalk improvements, among other things ([texasagriculture.gov](http://texasagriculture.gov));
- The Texas Department of Transportation (TxDOT) administers several Federal grants directed at transportation improvements (including sidewalk and street repairs). Most notable is the TIGER (Transportation Investment Generating Economic Recovery) grant program ([txdot.gov](http://txdot.gov));
- The Federal Highway Administration (FHA) provides funds for pedestrian sidewalk projects (including accessible ramps) under the Congestion Mitigation and Air Quality Program;
- The FHA also provides assistance for pedestrian facilities under the Transit Enhancement Activity Program ([fhwa.dot.gov](http://fhwa.dot.gov)), and ;
- If a point-based system for approving historic preservation projects is implemented, voluntarily providing handicap accessibility in the public right-of-way may be included as a way to gain a significant number of points.

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# Neighborhood Development

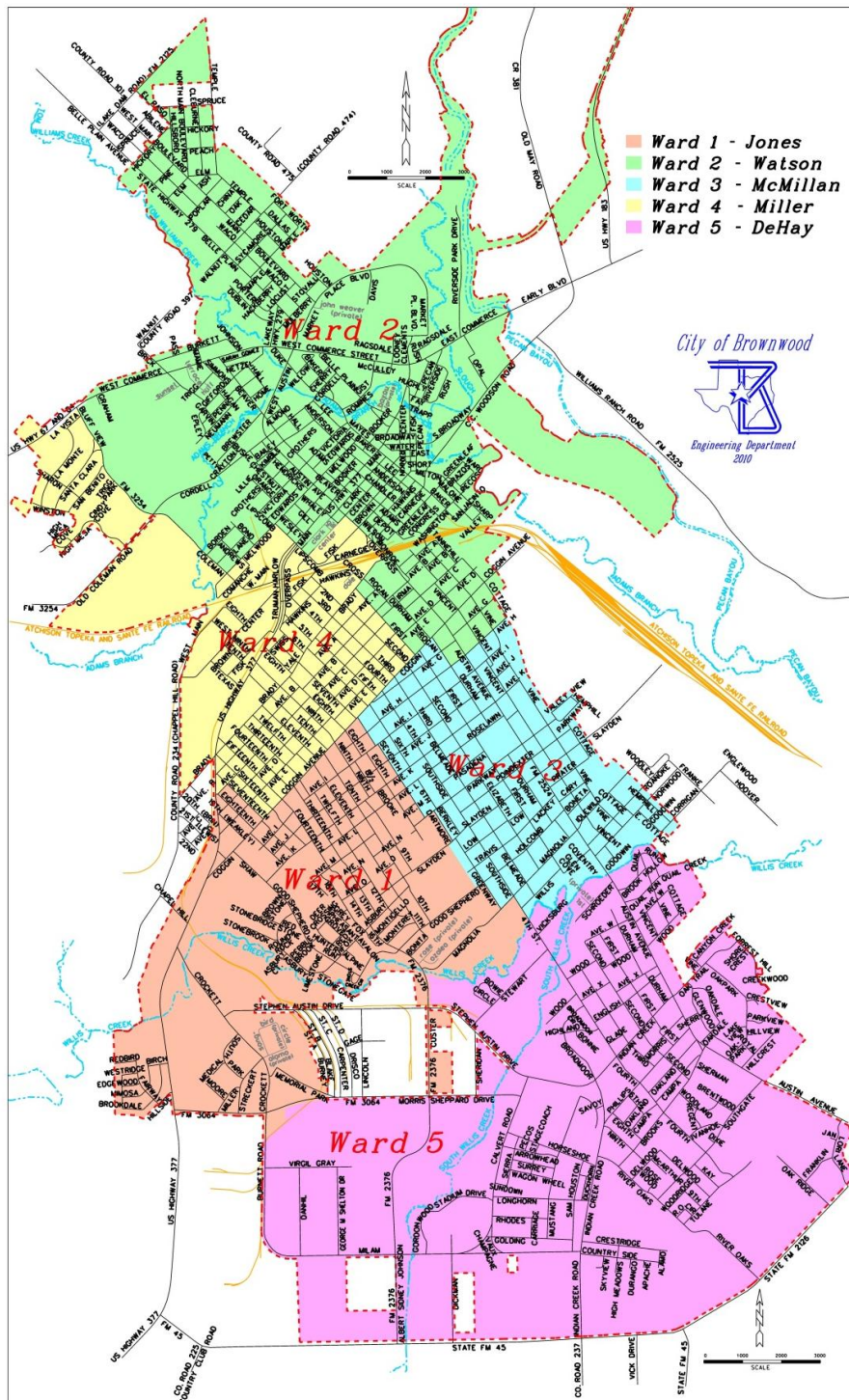


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## 2-3: Neighborhoods

The City of Brownwood is divided into five wards, each with a City Council member. The boundaries and conditions of each ward can be viewed in Map 3.1.

Map 3.1: Wards



## **Ward 1**

Ward 1 is home to Brownwood High School, the Brownwood Regional Medical Center, Stonegate Park, 36<sup>th</sup> Division Memorial Park, and several single-family residential neighborhoods. The neighborhoods in Ward 1 are in good condition. Ward 1 has a new, unfinished subdivision at Eighth Street and Avenue L.

### *Recommendations*

It is recommended to consider protecting housing from future changes in zoning. This neighborhood is high-quality and must be maintained and protected from decline. Many strategies can be implemented to prevent changes in zoning and preserve good neighborhoods. One recommendation is incorporating design guidelines into the zoning. Design guidelines will restrict the types of housing that can be built in these neighborhoods, and can ensure desired materials and design elements of redevelopment. In addition, ordinances for lawn maintenance, fence placement and condition, general house condition, broken porch, peeling paint, broken window, cars parking on the lawn, un-stored waste and abandoned waste can be passed. Design guidelines together with ordinances that ensure upkeep is a good, packaged strategy for preventing decline. These elements should be part of the zoning for all wards to prevent decline of neighborhoods in excellent condition, and to mitigate problems in already deteriorated neighborhoods.

For the unfinished portion of the subdivision at Eighth St and Ave. L, we recommend the city seeks out the developer to determine why the subdivision could not be finished. If there is no market demand for new single-family construction (which is the case according to the Part 1 Housing Section), this subdivision may remain vacant due to lack of demand without intervention. One suggestion is that additional multi-family housing should be focused in the downtown area; however, if the spotlight shines on new home construction near Eight St. and Ave. L, high-quality manufactured homes or very small homes which would cost less to buy should be considered. The city might also consider re-zoning the vacant parcels R-2 for duplex homes (duplex manufactured homes are also possible), which we feel are easier to sell. Brownwood has a market for affordable rental units and apartments, yet the city aims to maintain a “feels like home” aesthetic. Tiny manufactured houses and manufactured duplexes are essentially an apartment that looks like a house, and are an excellent affordable solution. Examples are shown in Figure 3.1. The first home pictured is a 300 square foot house with one bedroom and one bath; the second house pictured is a duplex where each side is 788 square feet with two bedrooms and one bathroom. A 300 sq ft living space is essentially an apartment for a single person, and this size dwelling exists in a cute, house format and can occupy an owner or tenant who can paint the whole outside of the house in one day, and enjoy maintaining the yard.



Figure 3.1: High-Quality Manufactured Houses



Source: <http://www.tumbleweedhouses.com/>



Source: <http://bestbuildingvalue.com/>

## Ward 2

Ward 2 is the northern most end of Brownwood and contains the downtown area. A large portion of this ward is within the flood plain. Several areas of this ward are not in good condition and need to be improved. The worst condition of any neighborhood in Brownwood is located in Ward 2. Overall, it includes many people in mobile homes, low-income residents, and minority residents.

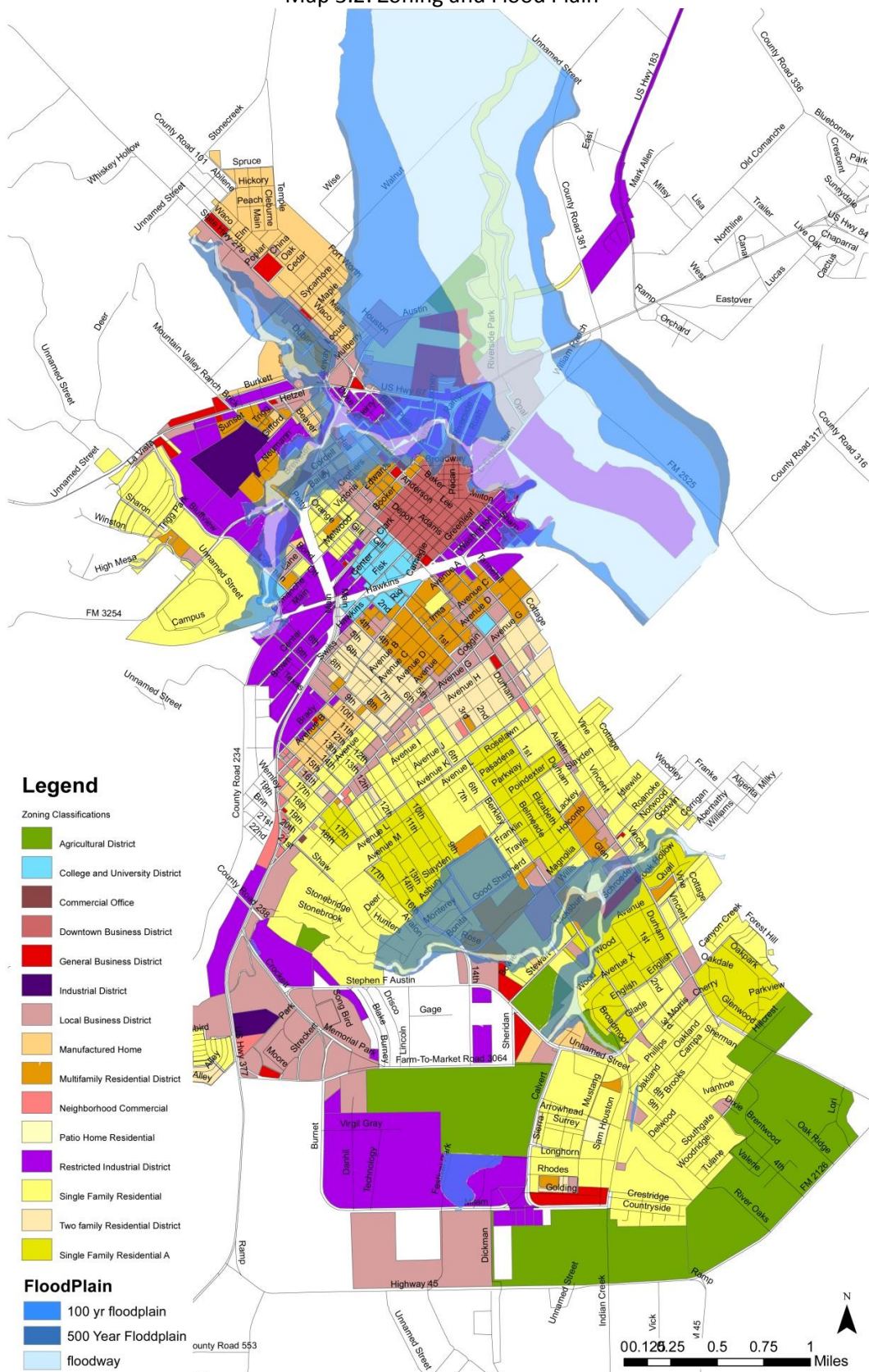
### *Zoning*

The best way to use flood plain areas is by designating compatible uses such as agriculture or recreation to prevent future losses. Map 3.2 shows the overlay of the flood plain map together with the zoning. The areas in the flood plain need to be evaluated to make sure the uses and regulations are compliant with flood plain best practices. However, it is also recommended to make changes in the zoning language for flood plain areas to include preventative measures and building standards to protect houses and buildings from flood damage. Residents will not only need to have flood insurance, but will also need to comply with all building flood requirements in order to qualify for a mortgage or to obtain inspection certification. These regulations also apply to mobile homes and manufactured homes. For example, "Brazoria County required inspection and application fees even when placing a mobile home inside the flood zone. They required to get a top of floor elevation shot after the mobile structure is in place."<sup>2</sup> This proves that it is at the required elevation.

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<sup>2</sup> <http://www.brazoria-county.com/floodplain/Instructions.asp>

### Map 3.2: Zoning and Flood Plain





Additionally, the Federal Emergency Management Agency (FEMA) provides specific building regulations for houses and buildings sited on flood zones, such as using damage-resistant materials, meeting height requirements above the base flood elevation, setting a minimum setback from watercourses, establishing strict requirements or in some cases prohibiting manufactured homes, considering low-density in flood zones, and prohibiting hazardous materials in flood zones. FEMA also explains there are other “regulatory approaches that result in a better and more appropriate local flood plain management program that includes state require regulatory standards, higher local standards, regulations that address special flood hazards, and environmental protection regulations.”<sup>3</sup>

Figure 3.2 shows an example of a manufactured duplex with the livable area elevated off the ground floor, which is the kind of affordable housing that is appropriate for flood plain areas.

Figure 3.2: Elevated Manufactured Duplex



Source: <http://www.oakcreekhomes.com/commercial/modular-duplexes>

We recommend multi-family units be included in the downtown area. Revitalizing downtown buildings to accommodate mixed use and housing on upper floors is an excellent strategy. Additional information on housing strategies for urban renewal can be viewed at the following website: <http://www.downtowndevelopment.com/perspectives/dixperspectives110110.pdf>.

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<sup>3</sup> [http://www.fema.gov/txt/floodplain/nfip\\_sg\\_unit\\_6.txt](http://www.fema.gov/txt/floodplain/nfip_sg_unit_6.txt)

### *Neighborhood Improvement*

A useful strategy for improving neighborhood condition is establishing a tool library, in which the city can loan a variety of tools to community members free of charge or for a small fee. The program would need to include an incentive or recourse if the citizen does not return the tool. With access to tools and lawn mowers, residents will have the ability to improve and maintain their homes. Additional information and an example of a tool library can be viewed at the following website: <http://www.keeapaustinbeautiful.org/toolshack>.

In addition, Brownwood can sponsor an annual neighborhood improvement event, similar to the Lake Brownwood clean up day. Preparations for this event include collecting a list of volunteers, their skills and their tools, and also collecting requests from citizens and homeowners who need help. Access the following website for more information on Texas A&M University's similar event: <http://bigevent.tamu.edu/>.

We suggest the city invest in the neighborhoods which are in the worst condition in the city, in Ward 2, by providing curb and gutter, lighting, and sidewalks. If mobile home communities or new housing is targeted for Ward 2, the city can require that the new development install sidewalks as part of the cost of their development.

Brownwood can also implement a land bank program to help revitalize blighted neighborhoods. Land banking is a successful strategy by which local governments can manage acquisitions of delinquent properties, redevelop these properties into affordable housing opportunities, and promote economic development. By establishing a land bank, it will not only provide housing, but will also benefit schools, improve tax revenues, and assist in crime prevention. For more information on land banks, please review the following website, which provides case studies and examples: <http://www.talhfa.org/Texas%20Problem%20Properties%20Toolkit.pdf>.

### *Mobile Homes*

The city should clarify the definitions of mobile home (trailer), and "manufactured" home, which are not the same. These definitions are further explained in the section on mobile and manufactured homes. The city should keep mobile home (trailer) parks in their own zone, and expand the subdivision regulations to include details about upkeep, road dimensions, lighting, utilities, etc. Within these definitions, it should also include design regulations to ensure that both types of housing look as much like permanent single-family structures as possible.

### *Housing*

There is a high demand in Brownwood for affordable, decent rental housing. There are ways the city can encourage good upkeep of housing and increase the prevalence of affordable rental units. Those might include: regulatory streamlining for building permits for landlords fixing up property, foreclosing on vacant/tax delinquent property and selling it (to a potential landlord) at below market rates, giving new landlords a tax incentive for an initial period, and allowing accessory dwelling units (ADU) in current single family residential zones. Ward 2 is a prime location to promote affordable and decent rental housing because of its proximity to downtown and commercial zones. The city should consider vacant land or abandoned housing areas in Ward 2, many of which are appropriate for mobile home zoning or R-1 zoning which should now include high-quality manufactured homes. Together with street improvements, such as curb and gutter and adequate street lighting, private development of mobile home communities or manufactured or site-built housing in this area will greatly improve Ward 2.

### *Vacancy*

Ward 2 is not the only ward to have a high rate of vacant buildings, homes, and properties, but the rate in this location as compared to the other wards. The vacant land and tax delinquent properties are opportunities for the city to promote new development, generate income for the city from vacant property owners (vacancy tax), foreclose on tax delinquent property, and initiate the sale of unused spaces. The city may create vacant property registration fee programs, which charges vacant land based on the years of vacancy. This is further explained in the Vacancy Tax Section. Residents will have four choices: (1) pay the vacancy tax, (2) fix up the vacant building or build on the empty lot, (3) sell, or (4) not pay and the city will eventually foreclose on the property. This will help the city to generate more revenue, and will lead to improved neighborhood conditions, less blight, fewer vacant lots, more affordable homes, and a restored sense of community.

### **Ward 3**

Ward 3 is similar in condition to Ward 1. It is an older, established neighborhood, home to Coggin Park. Some of the homes are historical, and the street trees are large.

### *Housing*

The current zoning of Ward 3 is residential. The neighborhood is in a good condition that must be maintained and protected from decline. It is also recommended to preserve and enhance the unique character of historical houses and park of this neighborhood. Some of the housing stock is aging, which can become a concern in the future. There is potential for a demographic shift in age in this ward. The baby boomers are aging and the younger generation prefers not to own, but rent. See the population and demographic section to see the population projection by age group.

### **Ward 4**

The west end of Ward 4 has larger, established homes, while the east end has smaller homes and mobile homes.

### *Recommendations*

Many residential streets lack basic curb and gutter, or even small drainage ditches. Many structures do not meet building code. It is suggested that the city invests in this neighborhood in street and lighting infrastructure, increasing code enforcement efforts, and fining code violators. The same procedures of code enforcements from Ward 2 can be considered for this area.

### **Ward 5**

Much of this section of the city contains empty land or is zoned for commercial use. Camp Bowie is in Ward 5, together with newer single-family residential neighborhoods in high-quality condition.

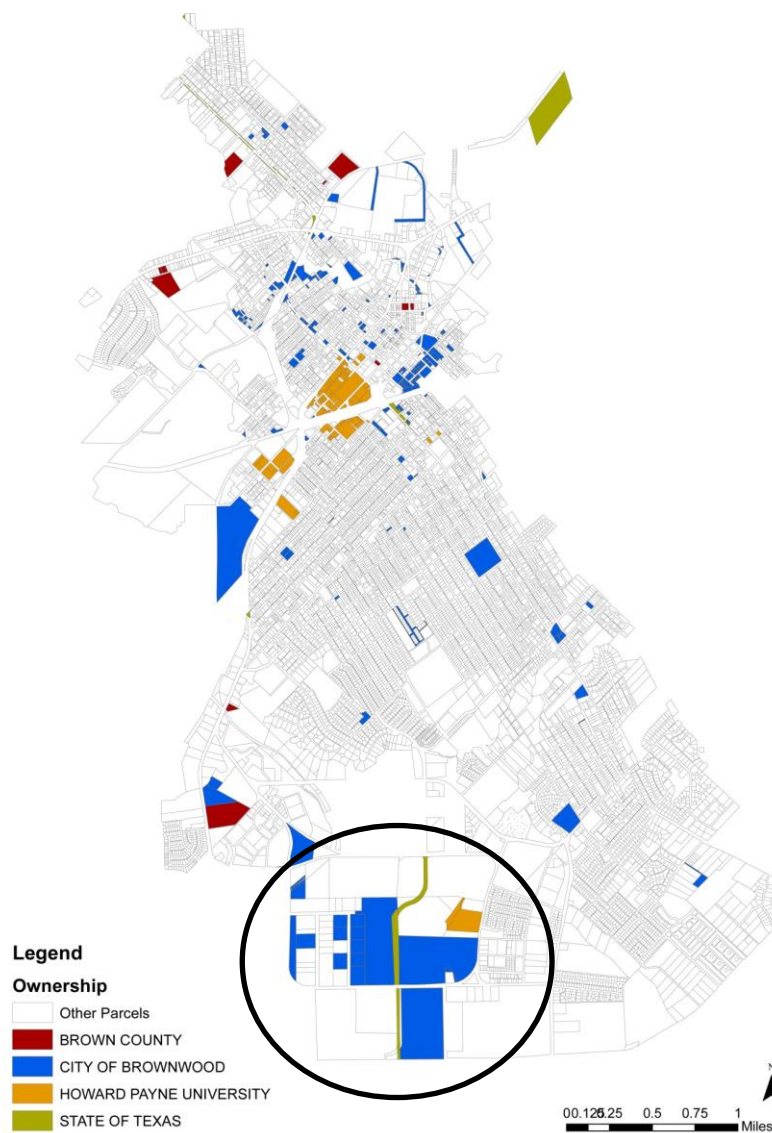
### *Recommendations*

This area is ripe for development of industrial/research parks. The flood plain area should be left out of any industrial plans (if possible), and be zoned for compatible uses such as agriculture or parks. Otherwise, buildings that are planned for the flood plain should meet flood plain building requirements and be required to carry flood insurance as mentioned above.

## Government-Owned Land

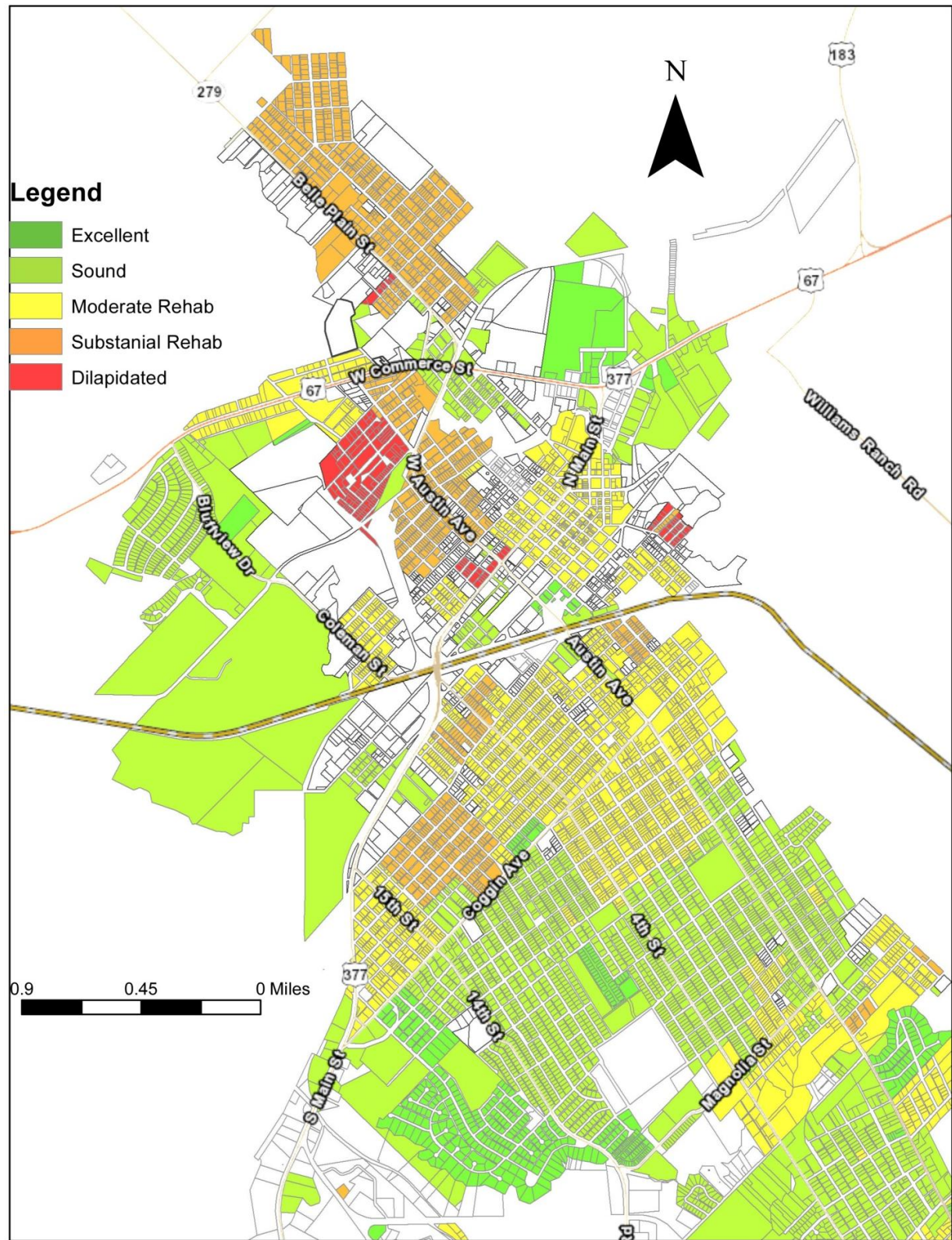
As shown in the Map 3.3, the city owns many public lands to take advantage of for future development. The black circle illustrated in the map is an example of an area that can be included in future land use as a business and industrial park for offices, manufacturers, and industrial uses. As a recommendation, the city should approach and encourage developers or potential companies to invest and build in Brownwood free on city's property. Another option is leasing property for a small fee. This will aid in increasing opportunities for employment, and increasing tax revenue for the city. As an example, the City of Taylor, Texas is giving free land to companies in exchange for jobs. The City of Taylor created an incentive program, Land Grants, in which they offer free or reduced-cost land on two industrial parks. For more information about this program, visit the following website: [http://www.taylorcdc.org/business/index.html?page=incentive\\_land](http://www.taylorcdc.org/business/index.html?page=incentive_land).

Map 3.3: Public Ownership



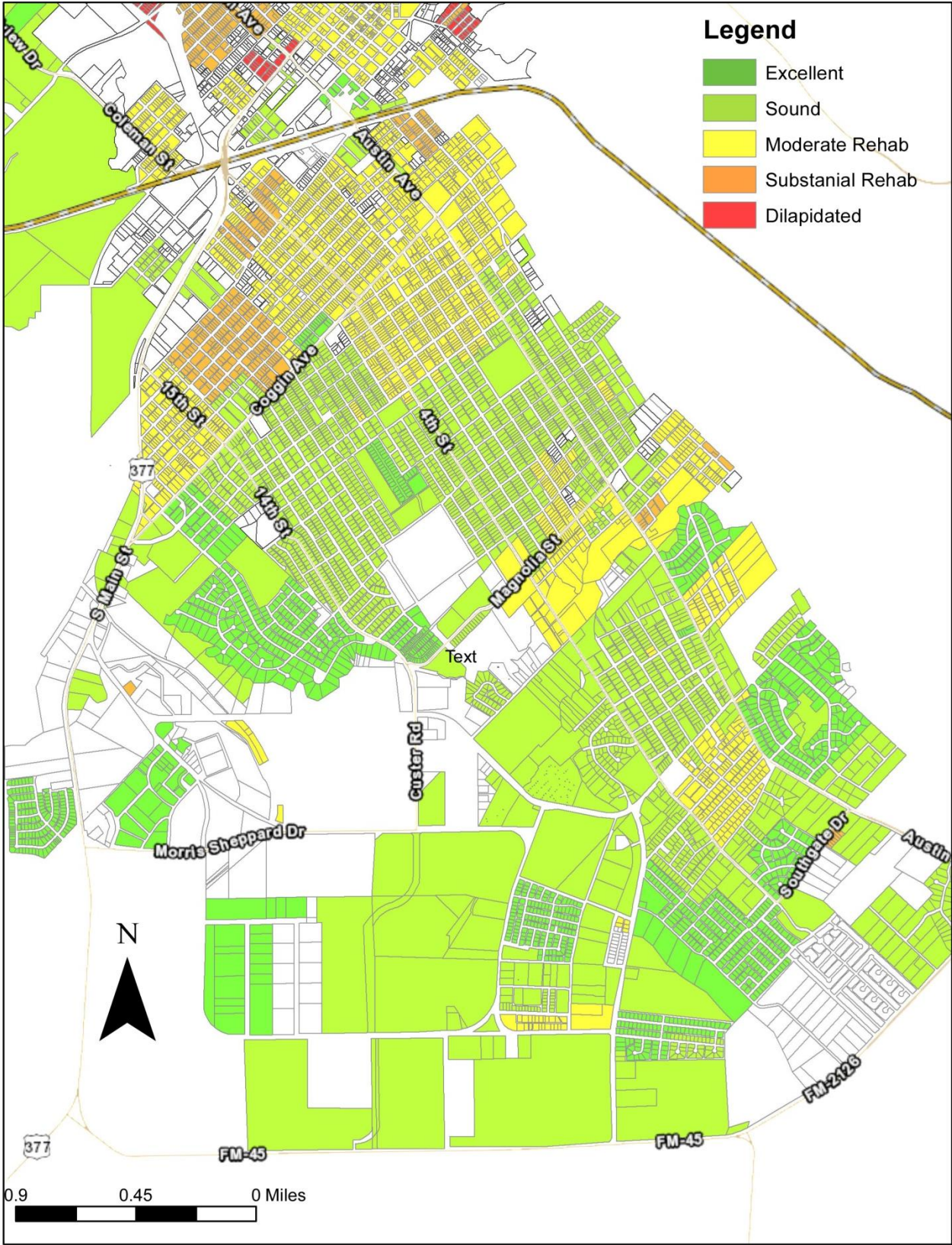


Map 3.4: North Neighborhood Condition





Map 3.5: South Neighborhood Condition



## Running Trail Concept

A new 10k running trail is proposed, and is a welcome addition to Brownwood. With limited resources, it is wise to concentrate any improvement projects in established neighborhoods that need improvement. For example, a dirt or gravel running trail can double as a sidewalk, which if well-placed in neighborhoods that currently lack sidewalks (and lack curb and gutter), the city can have both a running trail and infrastructure improvements where they are much needed in the neighborhood. In Part 1 of the Comprehensive Plan, it was suggested Brownwood consider connecting its existing parks. This will add non-motorized travel connectivity to the city, add to the quality of life, and give people improved access to parks and exercise by walking to the parks/trails directly from their front door (without having to drive to a park). A gravel sidewalk in neighborhoods will not only provide accessibility, but safety to pedestrians, not just runners. It is also permeable, which contributes to sustainable development. This trail can be built in lieu of sidewalks, and may be less expensive than concrete sidewalk construction. There are different types of designs and different textures/colors of gravel to choose from. Figure 3.3 displays some examples of gravel running trails that function as sidewalks.

Figure 3.3: Gravel Running Trails



Source: google image

There are fun and creative ways to raise funding for running trails. The city can organize a 5K run/walk, 10K run/walk, dog marathon, or a full or half marathon. Citizens will pay an entrance fee, donate, and/or learn about the importance of having a running trail in town. In addition to the runners funding a running trail for their own use, when the proposed trail is slated to be located through the neighborhood, the neighbors and schools can also join the fund raising effort.

Some parts of this project could potentially be funded from the Safe Routes to School Federal Funding Program in instances where the sidewalk/trail leads to a school.

## Vacancy Taxation Program

As a recommendation, the City of Brownwood should levy a vacancy tax on empty buildings and vacant land as a strategy to remove blight and fund redevelopment projects and repairs that bring existing structures up to code. The City of Wilmington, Delaware is a successful example of a city charging vacant landowners and vacant property owners a tax/fee as a method of motivating landowners to improve and occupy their buildings or sell property they do not intend to use. The city is able to collect money by charging a vacancy tax/fee, which they can turn into a revolving loan fund with low interest or matching grant. This type of program also allows the city to strictly enforce code violations whilst creating a helpful program with built in funding. This kind of

program works well in tandem with the city foreclosing on tax delinquent property, and then selling those properties to new owners who can then qualify for the revolving loan/matching grant program to fix up those properties.

To date, the court has decided in favor of the city in over 200 cases where legal action was taken. The City of Corpus Christi has also contacted the City of Wilmington and has expressed interest in a similar policy. This program can be implemented in the City of Brownwood and have an immediate impact on the vacancy issues at hand. Monetary amounts can be altered, as the main purpose is to decrease vacancy rates, but amounts should be adequate to encourage action to be taken by the owners. This plan should appeal to business owners and home owners alike, as vacant buildings can affect property values and neighborhood perception.

The following information explains a program in Wilmington Delaware and is excerpted from *Best Practices*, USmayors.org.

### **Vacant Property Registration Fee Program**

When Mayor James M. Baker took office in 2001, it was quickly apparent that the city needed to direct greater efforts toward the problem of vacant buildings. A Community Working Group consisting of neighborhood residents, community leaders, social service agencies, the Police Department, and code enforcement officials was formed in one of the more problematic, densely populated areas of the City – Census Tract 22, or the Hilltop area. The group discovered an 18 percent vacancy rate in the area and learned that the vacant properties were the sites of loitering and vagrancy, drug use, and prostitution.

Soon after, other Community Working Groups began reporting vacant property problems in other neighborhoods. Based on this, the new administration determined that a new initiative to combat vacant properties would be launched citywide.

The Mayor asked the Department of Licenses and Inspections to study the procedures and staff - hours involved in the code enforcement of vacant properties. It was obvious to all involved that the \$25 yearly vacant registration fee did not come close to covering the cost of monitoring, citing, and prosecuting property owners. In response to the need to amend the existing codes, a Vacant Property Working Group formed in 2002 devoted a year to drafting new legislation. Along the way, the concerns of some property owners and community groups had to be managed, as did resistance from banks and mortgage holders. But when the drafting process was completed, the legislation was quickly adopted.

The Vacant Property Registration Fee Program that grew out of the new legislation set vacant registration fees based on the total number of years a property is vacant, regardless of varying ownership over time. The fees, are billed every November 15 and are due the first week of January, and increase with years of vacancy. The fee schedule is: \$500 for one year, \$1,000 for two years, \$2,000 for years three and four, \$3,500 for years five through nine, and \$5,000 for 10 years, with \$500 added for every year over 10. Three months before the billing statements are sent, a notice goes to every vacant property owner, informing them of the years of vacancy involved and the size of the fee they are going to be assessed. The program also allows fee waivers, which give property owners one year to rehabilitate, sell, or demolish their properties. The one-time, one-year waivers are intended to encourage renovations to be completed in a timely manner. In the past year, 285 such waivers have been granted.



As of the end of March, the program had collected \$331,000 in 2006 fees – an amount expected to double by the end of the year. Last year the program collected \$446,000. In comparison, prior to the creation of the program, in 2003, the city collected \$7,875.

Prior to 2003, Wilmington did not offer a deterrent to owning vacant properties, only disincentives to maintaining them. Mayor Baker credits the city's revised vacant property code and increased registration fees for dramatic and sustained reductions in the vacant properties that devastate people and neighborhoods. The program, he says, has led to production of affordable homes and restored a sense of community in neighborhoods where rehabilitated dwellings have replaced vacant eyesores.

There were 1,528 vacant buildings in Wilmington prior to January 2005. In the past year, 380 became occupied, 217 were sold to new owners, and 16 were demolished. "From the outset," the Mayor says, "the goal has been to get properties back in shape, provide housing for those who need it, and preserve and strengthen neighborhoods – not to collect fees from derelict property owners."

*For additional information, please contact Jeffrey Starkey, Commissioner of License & Inspections at (302) 576-3059 or [jstarkey@ci.wilmington.ed](mailto:jstarkey@ci.wilmington.ed) or Cynthia Ferguson, Administrator of the Vacant Property Registration Fee Program, at (302) 576-3096.<sup>4</sup>*

## **Code Enforcement**

Many structures do not meet building or electrical code. The City of Brownwood must step up efforts to strictly enforce building codes as its top priority. The code enforcement section of the city's administration should be provided with additional resources to properly inspect structures in Brownwood, giving notices on an appropriate schedule, and collecting fines from code violations. Together with the vacancy tax, Brownwood can feasibly come up with funds which can be used to help people improve their own properties and to bring them up to code. Funds for private improvement projects can be provided by the city in the form of a no-interest revolving loan fund, or a matching grant program. Loan funds and matching grant programs are excellent and very helpful for cities. For example, the City of Waco, Texas has a non-profit organization that does this, called NeighborWorks Waco. See the following website for additional information:  
<http://www.nw-waco.org/>.

Code enforcement is essential to maintaining an orderly, prosperous city. Lax code enforcement leads to neighborhood decline and a reduction in property value. The code should be enforced as expressed within the city municipal code. The city has the power to create a survey schedule and should create and/or implement it immediately. The following website is an example:  
[http://sanbruno.ca.gov/comdev\\_images/code\\_enforce/CESG%20Complete%20Draft.pdf](http://sanbruno.ca.gov/comdev_images/code_enforce/CESG%20Complete%20Draft.pdf).

One method of motivating property owners to correct their code violations is to create an incentive program. The city can reduce the code violation fee assessed, or allow a probationary period where the owners have time to remedy their code violation the city will waive the fee. Another possibility is creating an amnesty period where chronic or long-time code violators can correct their violation

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<sup>4</sup> Combating Problems Of Vacant And Abandoned Properties: Best Practices in 27 Cities.  
<http://www.usmayors.org/bestpractices/vacantproperties06.pdf>.

with no penalty. When the city is actively enforcing the codes and collecting assessed fees, that revenue can be pooled into a revolving loan fund or matching grant to be lent/awarded to well deserving code violators who have plans to bring their property up to code but need access to a small loan or low interest loan. Qualification for assistance can be based on the cost of the repair, visibility to others, or where the owner resides. Failing to enforce codes may avoid confrontation with property owners but will affect their neighbors.

Obtaining building permits and bringing buildings up to code can be a barrier for redevelopment. If a building is being remodeled, and a substantial portion of the building's property value is being done, then it must be brought up to code to ensure the safety and well-being of the future tenants. Some alternatives to this method are to alter the percentage of the remodel required to initiate an inspection, subsidize the cost of the inspection, or waive the fee altogether based on city specific circumstances. Examples can be seen in the Seattle area and in Kansas at the following websites, respectively: <http://clydehill.org/government.aspx?id=604> and <http://www.leawood.org/commdev/existing.aspx>.

The City of Brownwood can look to other communities for a timeline for informing code violators of their violation, fee schedule, and impending consequences for all the different possible code violations. This schedule will describe specific procedures and the number of days it should take. As an example, the City of San Bruno, California created different enforcement tables specifying guidelines and timing for each violation. Please visit the following site to access to San Bruno's Code Enforcement Strategy Guide: [http://sanbruno.ca.gov/comdev\\_images/code\\_enforce/CESG%20Complete%20Draft.pdf](http://sanbruno.ca.gov/comdev_images/code_enforce/CESG%20Complete%20Draft.pdf).

The City of Austin lists common code violations on their website, and provides the public with an online forum for alerting the city about a possible code violation in a neighborhood. Their program is an example of a success story. The City of Brownwood should add this capacity to their website, in addition to adding a phone number or hotline people can call to report a code violation. Advertisements for the website and phone number can go out with the utility bill insert (UBI) at no charge to the city. Visit the following website to view the example from Austin: <http://www.austin.texas.gov/page/common-code-violations>.

Brownwood can also create a Neighborhood Program like the City of Arvada, Colorado to encourage people to help the city identify code violations. For more information, visit the following website: [http://archwaypartnership.uga.edu/wp-content/uploads/2010/03/code-enforcement\\_march\\_2010.pdf](http://archwaypartnership.uga.edu/wp-content/uploads/2010/03/code-enforcement_march_2010.pdf).

### **Homebuyers Assistance Program (HAP)**

A similar program to the one below could be implemented in Brownwood to encourage growth, both residential and commercial, in areas that were previously vacant. Incentivizing uses for vacant buildings can work in conjunction with the taxation program and speed up the process. Again, the City of Wilmington, Delaware provides an example of such a program. While the example below only pertains to home ownership, with the distribution of homes and currently vacant buildings in Brownwood, there is potential for developing some primarily vacant areas into homes while also converting vacant buildings to viable commercial real estate simultaneously. With home ownership being assisted by a program such as the one suggested below, commercial areas located nearby could see benefits from the increased activity.



The information above was excerpted from *Wilmington's Homebuyer Assistance Program (HAP) Is Extended Indefinitely* from The City of Wilmington Delaware's website.

### **HAP Program Details:**

- HAP Program assistance is provided in the form of a forgivable loan that converts to a grant after the homebuyer resides in the home for a period of five years. If a homebuyer fails to reside in a home for a period of five years, then the loan must be immediately repaid if the property is not sold or transferred to an eligible homebuyer, subject to a pro rata reduction in the loan balance for each month that the homebuyer resides in the home.

### **HAP Program Eligibility Requirements:**

- Each application must be accompanied by a copy of the property sales agreement and the applicant's mortgage pre-approval letter.
- The applicant must be scheduled to close on the property within 60-day of originally applying for the program.
- The applicant must be purchasing a property that (1) is a residential home located within the boundaries of the City of Wilmington, (2) has a 19801, 19802 or 19805 zip code, (3) as of the date of the sales agreement, has been continuously vacant for a period of at least 90 days and (4) has not been redeveloped with Neighborhood Stabilization Funds (NSP). Eligible properties may include a foreclosed or abandoned home that has been vacant for a continuous period of 90 days.
- The applicant does not have to be a first time homebuyer, but must use the property as their primary residence and attend and complete an eight hour housing counseling class. Properties must be purchased with a fixed rate (not adjustable rate) mortgage.
- Applicant households must have incomes equal to or less than the amounts shown on the following page, adjusted for household size.
- The purchase price must not exceed the mortgage limits as established by HUD for the area.
- Property must be purchased at a 1% discount based upon the appraised value.<sup>5</sup>

### **Mobile Homes and Manufactured Homes**

This section clearly defines and makes a distinction between a *mobile home* and a *manufactured home*. It also discusses best practices for zoning and regulation of mobile homes in a city. Additional resources and best practice guides from other cities who are handling mobile homes and manufactured homes well are provided.

Brownwood has a demand for affordable housing. There is a market for affordable rental housing that currently has a low supply. Mobile and manufactured homes fit into the category of lower cost, affordable housing. The City of Brownwood is receiving steady requests for approval to put mobile homes in the neighborhoods. Although mobile homes may not be a popular housing form, they can be made much more compatible with existing homes when the city passes and enforces regulations that ensure that they do not decline and that the neighborhood or park they are in is well maintained.

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<sup>5</sup> <http://www.wilmingtonde.gov/news/news.php?newsID=113>

## Definitions

**Mobile home:** a large house trailer that can be connected to utilities, can be parked in one place, and can be used as permanent housing. A mobile home is not built on-site, and does not have a permanent foundation. Within the definition, mobile homes may include house trailers, single-wides, double-wides, and other similar structures moved to a site for residential use. Recreational vehicles are not included since they are more likely to be regulated as motor vehicles and are generally not intended to be used as residences.<sup>6</sup> Examples of mobile homes can be viewed in Figure 3.4.

Figure 3.4: Example Photographs of Mobile Homes



**Manufactured home:** a house that is constructed almost entirely in a factory. A minimum of two sections, each of which were transported to building site separately, with installation of heating system and application of siding coming after erection of the home, and which was indistinguishable in appearance from conventionally built homes. Regulations can require a permanent foundation. It can come in many different sizes and shapes. It may be a simple one-story home, or it can be so large and complex that you might not guess that it was constructed off site.<sup>7</sup> Examples of manufactures homes are shown in Figure 3.5.

Figure 3.5: Example Photographs of Manufactured Homes



<sup>6</sup> [http://www.dos.ny.gov/lg/publications/Municipal\\_Regulation\\_of\\_Mobile\\_Homes.pdf](http://www.dos.ny.gov/lg/publications/Municipal_Regulation_of_Mobile_Homes.pdf)

<sup>7</sup> [http://www.dos.ny.gov/lg/publications/Municipal\\_Regulation\\_of\\_Mobile\\_Homes.pdf](http://www.dos.ny.gov/lg/publications/Municipal_Regulation_of_Mobile_Homes.pdf)



Sources: <http://www.buildsense.com/modern-architecture/metheny.aspx>, <http://interior-esign.net/decorate/2010/12/02/the-style-of-modular-log-cabin-home/>, <http://www.mangummodularhomes.com/>

*Since 1976, manufactured homes have been built to federal standards in the controlled environment of a factory. They are transported as complete homes or in sections on a permanent chassis that can be rapidly assembled. Moreover, while built on a chassis and (at least initially) transportable, many units are in fact never moved from their original installation site. For these reasons, it has become misleading to refer to models constructed after 1976 as “mobile homes”. The vast majority of manufactured homes now closely resemble or are indistinguishable from site-built homes.<sup>8</sup>*

### *Zoning for Mobile Homes*

A municipality may not entirely prohibit mobile homes from the community. In the case of the Town of Pompey v. Parker, the court stated:

“A zoning ordinance which absolutely excludes the establishment of a mobile home within its boundaries would be unconstitutional because of the unreasonableness of the restrictions imposed.”<sup>9</sup>

However, it is legal to designate a mobile home (MH) zone on your city zoning map. Mobile homes can go in a specified section of town, in a zone designated for only mobile homes (MH). Mobile homes that exist outside of the MH zone, for example in an R-1 zone are grandfathered and allowed to remain in their current location in a non-MH zone, as a non-conforming use. In the event that the mobile home burns down, or the owners decide to replace or remove it, a new mobile home would not be allowed to be placed there. Only homes allowed in the R-1 zone can be built on the non-conforming original mobile home site. The following website shows the land use code text from the City of Gunnison, Colorado and how they handle their non-conforming mobile homes in this way: [http://www.cityofgunnison-co.gov/Community%20Development/planning\\_department/land\\_development\\_code/15.170\\_nonconformities.pdf](http://www.cityofgunnison-co.gov/Community%20Development/planning_department/land_development_code/15.170_nonconformities.pdf). Homes destroyed by fire or other reason on more than 80% of the structure may not be rebuilt:

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<sup>8</sup> [http://www.dos.ny.gov/lg/publications/Municipal\\_Regulation\\_of\\_Manufactured\\_Homes.pdf](http://www.dos.ny.gov/lg/publications/Municipal_Regulation_of_Manufactured_Homes.pdf)

<sup>9</sup> [http://www.dos.ny.gov/lg/publications/Municipal\\_Regulation\\_of\\_Mobile\\_Homes.pdf](http://www.dos.ny.gov/lg/publications/Municipal_Regulation_of_Mobile_Homes.pdf)

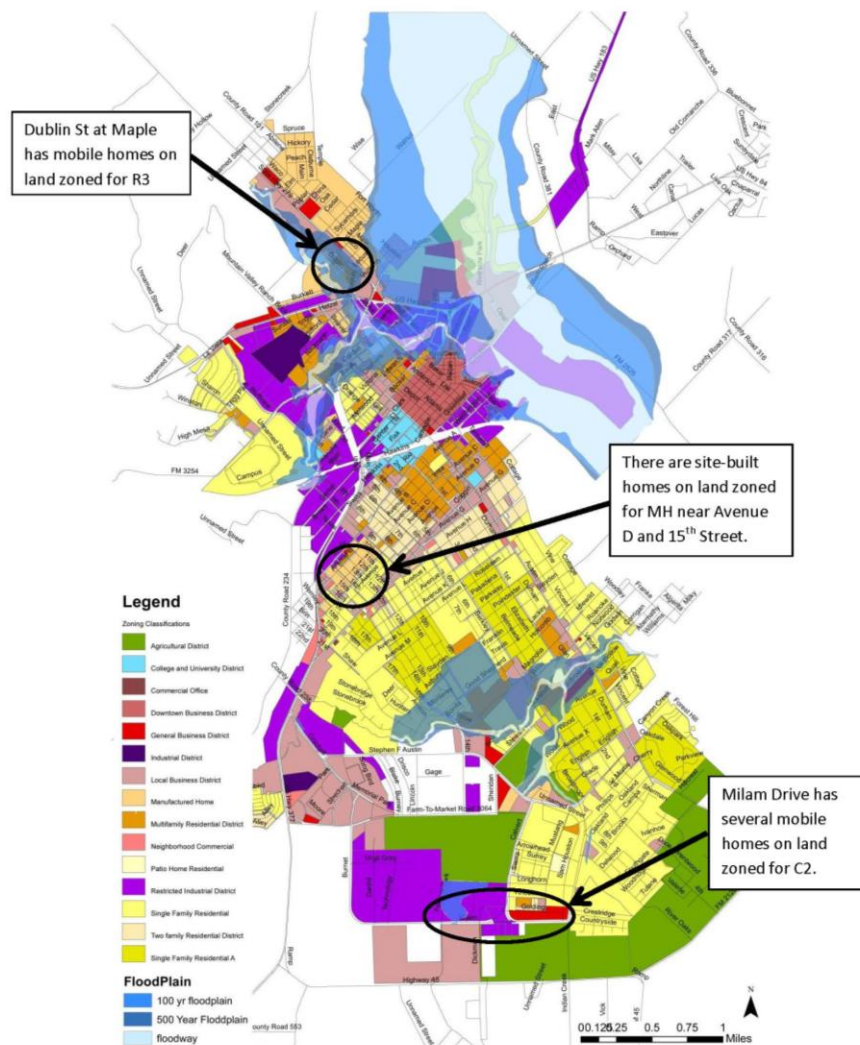


However, in Humboldt County, California, a non-conforming mobile home can be rebuilt within 2 years, as described at the following website: <http://co.humboldt.ca.us/planning/faq.asp#22>.

The City of Red Oak, Texas does not allow a non-conforming mobile home to be rebuilt. They allow expansion of a current non-conforming mobile home, which is limited to 25% larger than the original floor area. If an existing non-conforming mobile home is moved within the non-conforming area, it must be made to conform, as described at the following website: <http://www.redoaktx.org/index.aspx?NID=366>.

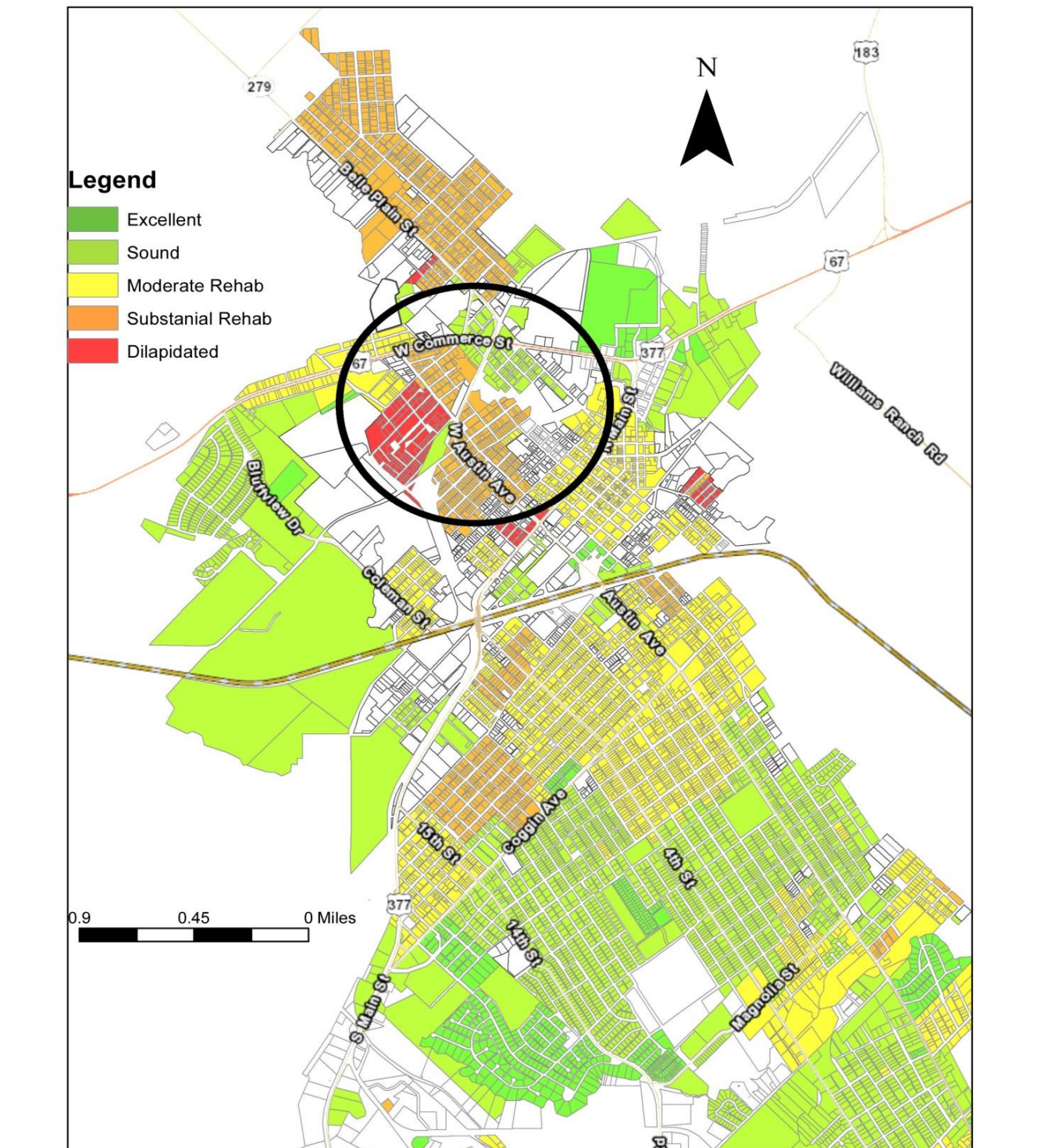
Map 3.6 is the zoning map which shows where Brownwood's mobile home zones are currently located, not where actual mobile homes are located. This map is a zoning map and not an existing land use map. There are areas which have many mobile homes which are zoned something other than MH. These areas need to be evaluated for zoning changes or non-conformity remediation.

Map 3.6: Brownwood Zoning Map

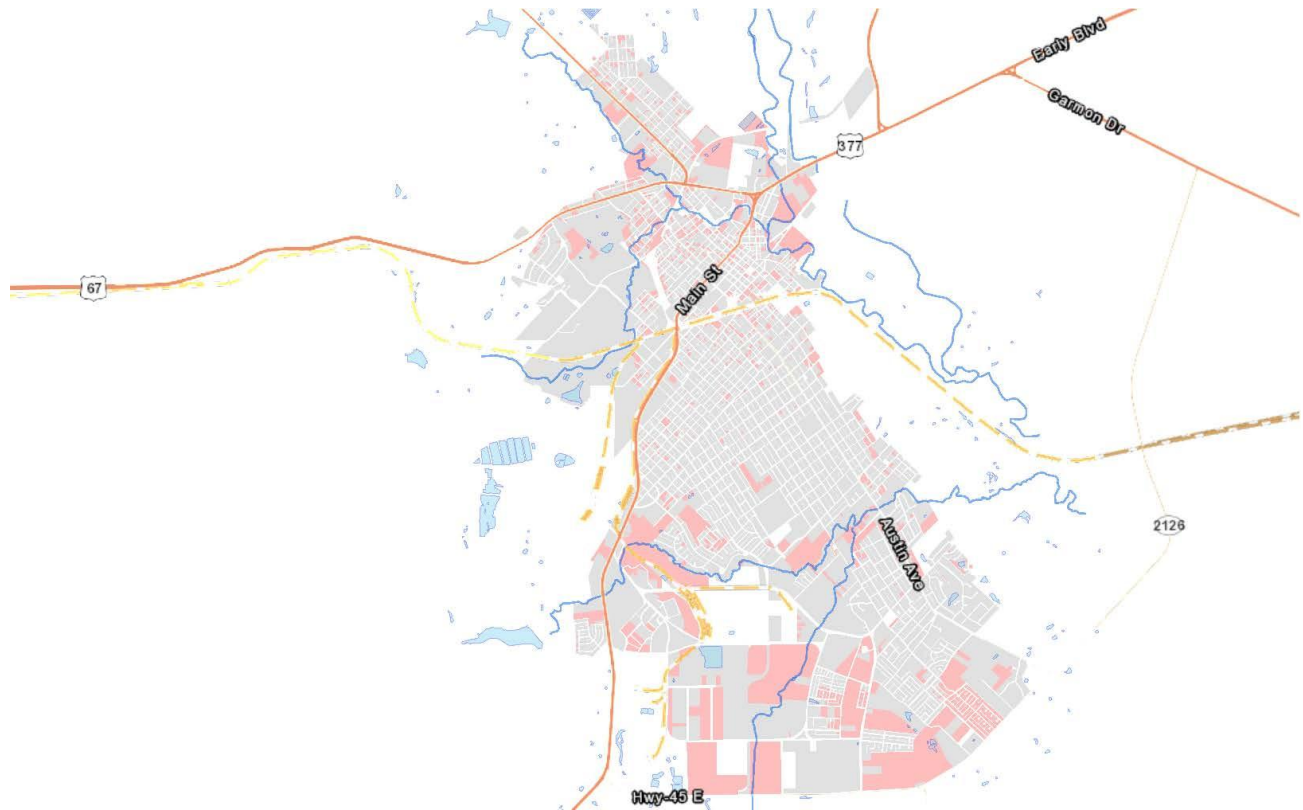


We recommend expanding the MH zone in areas that already have a lot of mobile homes or small vacant properties. Much of the land within the circle on Map 3.7 is suitable for MH zoning.

Map 3.7: Neighborhood Condition Evaluation Map



Map 3.8: Brownwood Vacant Parcels Overview



### *Regulations for Mobile Homes*

The following link from the State of California contains comprehensive definitions, administrative and regulatory information regarding mobile home communities:

<http://www.hcd.ca.gov/codes/mp/mpRegs.html>.

Many aspects of mobile homes can be regulated, including lot size, set back distances, road widths, parking, storage, utility connections, drainage, trash, laundry and washing accessory buildings, lighting, and so on. Mobile Home park operation requires a permit which is available for purchase (from the State of California). In Texas, it may be possible for the City of Brownwood to act as the regulating entity, where the city creates a program to unify the mobile homes into a more cohesive development, which requires a permit and a Home Owner's Association (HOA). This program should also include enforcement and procedures for residents who do not follow the rules, or do not keep their property up to standard. A mobile home unit can be deemed substandard and a nuisance for several reasons, including "general dilapidation or improper maintenance." Many mobile home parks function on a model similar to this: the mobile home is owned and the space/lot is leased or requires payment or monthly association dues. The mobile home HOA is then in a position to ensure that the mobile home community is maintained and that residents who do not follow the rules or keep their property up to standard are put on notice, fined, and/or charged for repairs initiated by the HOA.



Brownwood needs to inventory mobile homes in the city to know where they are and to include them on the land use map. With strict application of the zoning, mobile homes will only be allowed in the MH zone which should have strict regulations and requirements for existing and new mobile homes. To minimize non-conformities, the city can take a housing inventory and compare it to the zoning map. If there are streets or blocks of mobile homes and the character of the area fits mobile homes, a zoning change from residential to MH may be appropriate. There is a demand for more mobile homes, so Brownwood needs to expand the capacity for mobile homes. Other mobile homes exist as stand-alone structures within a residential zone. These non-conforming mobile homes need to be marked as non-conformities and amortized out using an amortization schedule. Click here for more information: <http://www.glendaleheights.org/ComDev/Newconstruction/zoningordinances/ZoningOrdinanceART10.pdf>.

The corner of Maple St and Dublin St is currently zoned R-3 (multifamily) which seems unnecessary. That area has single family homes and mobile homes. If single family units are the character of this area, and no one is a proponent of new multi-family apartments being built there, the city can consider re-zoning that area to match the existing land use. If mobile homes are not desired, follow the non-conformity and amortization strategy aforementioned. Again, it is recommended to include high-quality manufactured homes and regulations to accompany them, in the R-1 zone. This advice holds true for the area off Milam Drive in south Brownwood, which is zoned C2, but almost exclusively contains mobile homes. If mobile homes are allowed, and that is the major character of the area, re-zone it for MH, which then allows you to regulate the permitted uses and enforce the zone's regulations. When the use matches the zoning, and the zones do not contain exceptions to the rules, the city will have a stronger ability to enforce the zoning regulations.

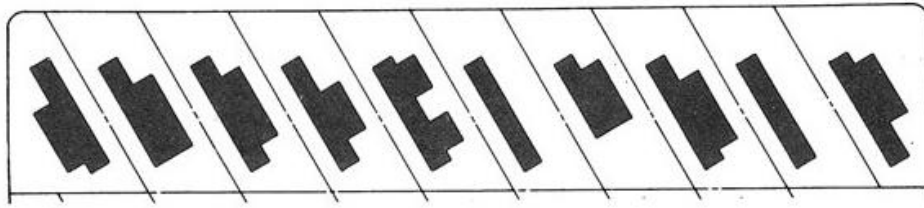
#### *Recommended Home Layout for Mobile Home Zone (MH)*

When designing the home configurations in a mobile home community, Crime Prevention Through Environmental Design (CPTED) guidelines can be very helpful. CPTED will steer away from diagonal home front configuration, favoring straight row housing, with windows facing the street in a parallel configuration.<sup>10</sup> CPTED insists that safe neighborhoods have a good line of sight and a clear separation of private space from public space. This is difficult to do in a mobile home park if the homes are aligned diagonally because a diagonal configuration creates poor line of sight, jagged edges and diagonal sides of buildings where people can hide, and an unclear distinction between private and public space. Examples are shown in Figures 3.6 and 3.7.

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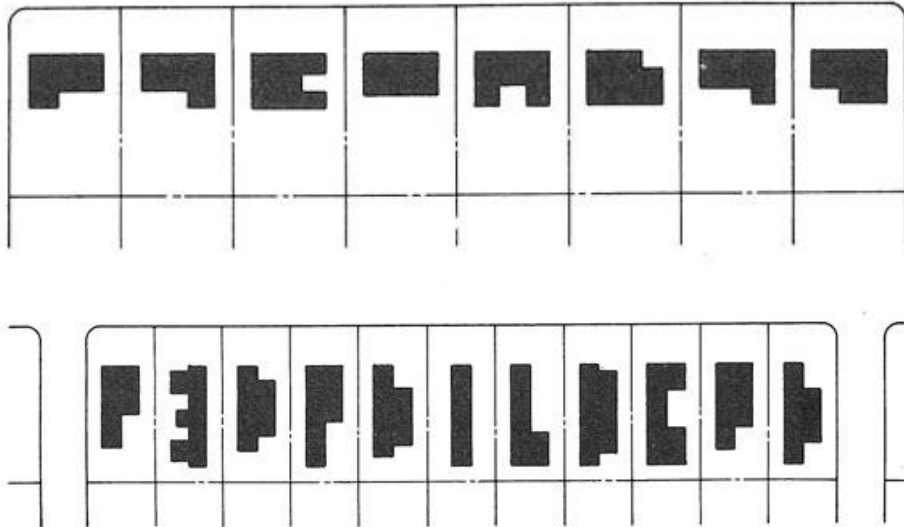
<sup>10</sup> Crowe, 2000. Book: *Crime Prevention through Environmental Design*, 2<sup>nd</sup> Edition

Figure 3.6: Example of What Not to Do



Diagonal rows of housing do not have windows and doors directly facing the street, the line dividing private space (house space, backyard space) is difficult to determine.

Figure 3.7: Example of Two Good Layouts



Source: <http://www.planning.org/pas/at60/report145.htm>

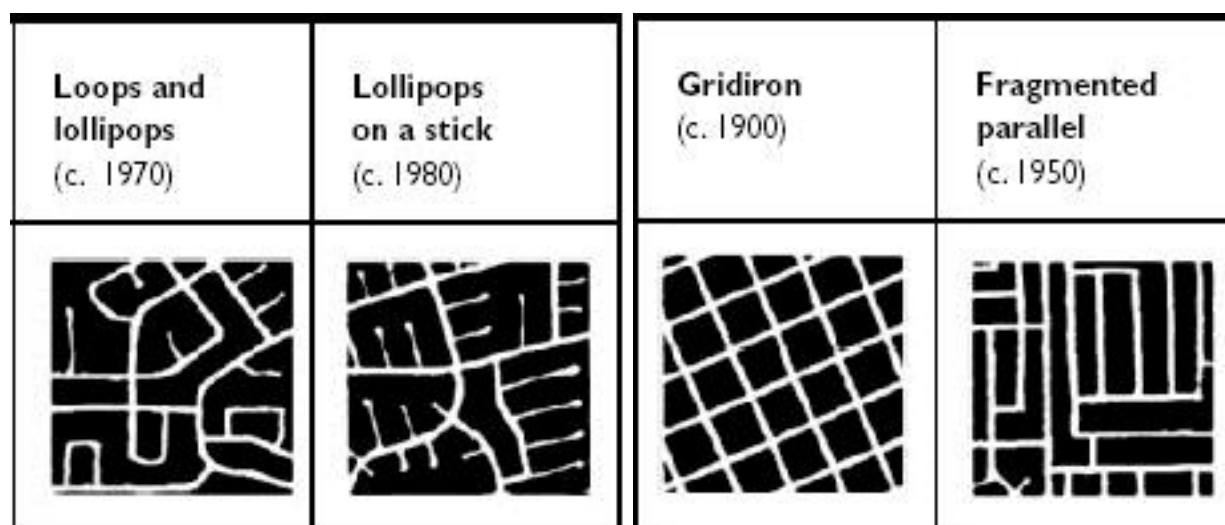
The two good examples shown in Figure 3.7 have both windows and doors facing the street. The eye can easily draw a line parallel to the street which divides the private space from the public space. It is a line where one might put a fence with a gate in the side yard which will separate the front yard and street area (public) from the back yard (private).

### *Recommended Street Layout for Mobile Home Zone*

For the following reasons, a grid street pattern is recommended to be used in lieu of dead end streets and cul-de-sacs and loop configurations:

- good street connectivity for good walkability and bikeability.
- ability for emergency response to access the neighborhood easily.
- ability for patrol cars to be able to circulate all the way down every street without u-turns
- for good wayfinding.
- to distribute traffic across the grid so as to lessen bottle necks or traffic jams.
- for logical and easy to follow alternate routes during street repair, emergencies, or flooding.
- to connect each street and neighborhood to the rest of the city.

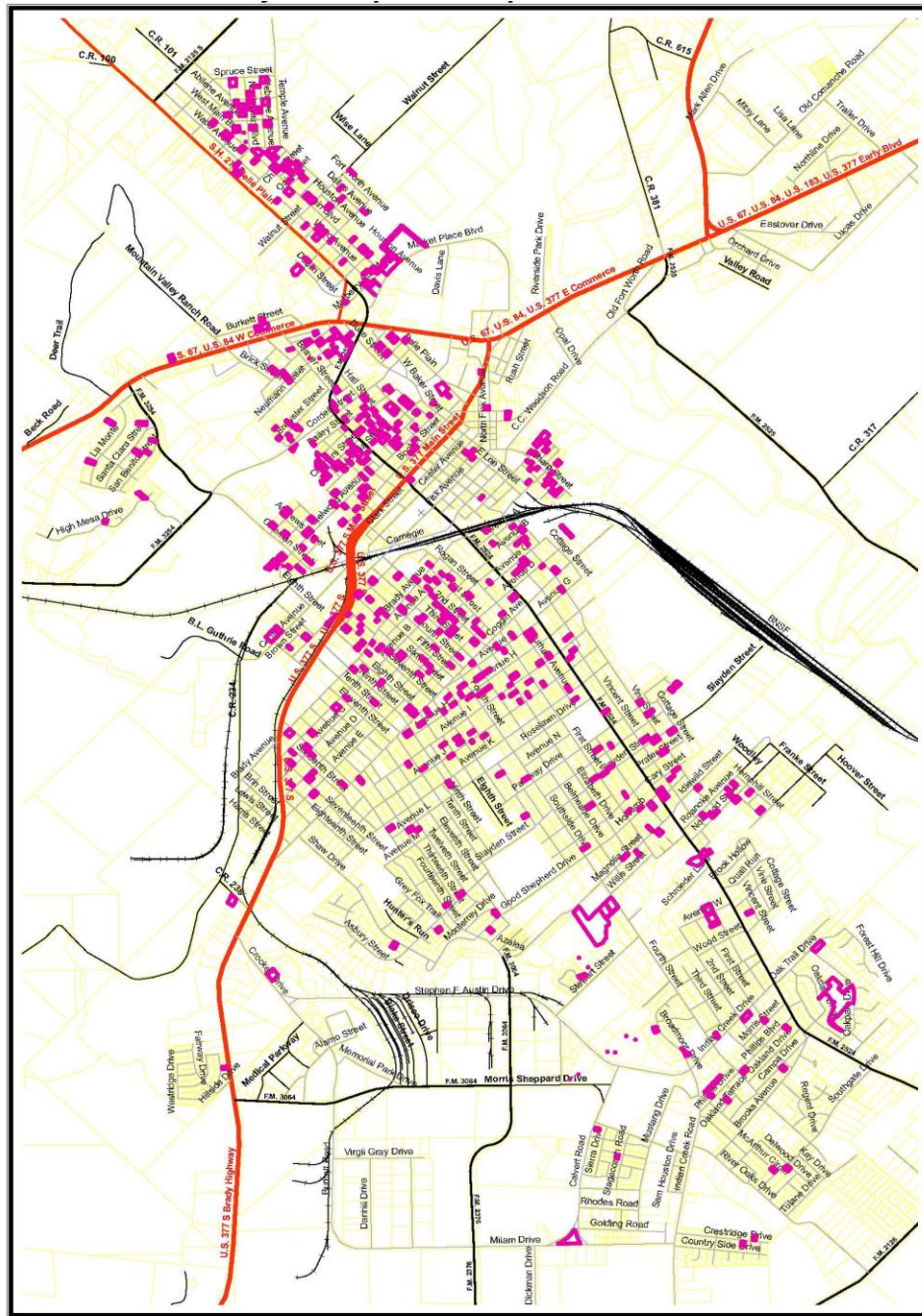
Figure 3.8: Examples of Good and Poor Roadway Networks (poor on left, good on right)



Source: <http://www.cmhc-schl.gc.ca/publications/en/rh-pr/tech/socio75.html>

Tax delinquent properties, as shown in Map 3.9, are an opportunity for the city to enforce tax collection, to collect more taxes that are owed to the city, and to acquire tax delinquent properties. A land bank can assist the city in acquiring properties and selling them to new owners, which facilitates neighborhood improvement. It is possible that many of the chronically tax delinquent properties are out of compliance with city codes and/or are also non-conforming uses. Acquiring these chronically delinquent lands would allow the city to begin a land bank program and to sell, give, or trade some parcels to encourage appropriate redevelopment.

Map 3.9: Chronically Delinquent Properties



### **Zoning for Manufactured Homes**

It is recommended that the city of Brownwood expands its single family residential subdivision regulations to include high-quality manufactured homes, such as those pictured and defined in the second definition previously mentioned. Manufactured homes can be a permissible use within R-1 districts, with specific language to identify specific design criteria. Some municipalities will issue special use permits which then allow manufactured homes in the single family residential zone that way. Special use permits also allow for stipulations. Stipulations for manufactured housing can include rules about set back distance, spacing, desired structural or design elements, placement on a proper foundation, waste disposal, drainage, parking, and so on. The following website is a document which shows in greater detail how the State of New York regulates manufactured homes: [http://www.dos.ny.gov/lg/publications/Municipal\\_Regulation\\_of\\_Manufactured\\_Homes.pdf](http://www.dos.ny.gov/lg/publications/Municipal_Regulation_of_Manufactured_Homes.pdf).

The following website is a best practices guide from Poway, California: <http://www.hcd.ca.gov/codes/mhp/BestPracticesGuideFinalVersionFeb262010.pdf>. Additionally, this article states that manufactured single-family detached homes are high quality and are cost competitive with multistory, higher density site-built apartments.

### **Crime Prevention through Environmental Design (CPTED)**

Given the statistical decline of crime in the area and the overall approval rating of the police department according to community surveys, it seems that the concerns expressed in the survey about crime are based on perception rather than actual crime. CPTED provides an opportunity to rectify this perception. Using “broken windows theory” and other design guidelines, the perception can be changed. Broken windows theory subscribes to the idea of using monitoring and maintenance of urban environments to halt vandalism and prevent the escalation of crime. Following this method of maintenance demonstrates to the public and would-be vandals that the city has taken note of its appearance and that vandalism is futile and will not be tolerated. The cost for this is minimal; simply maintaining and monitoring structures.

The above information was excerpted from *Crime Prevention through Environmental Design at Sustainable redevelopment.org*.

#### *Strategies for the built environment*

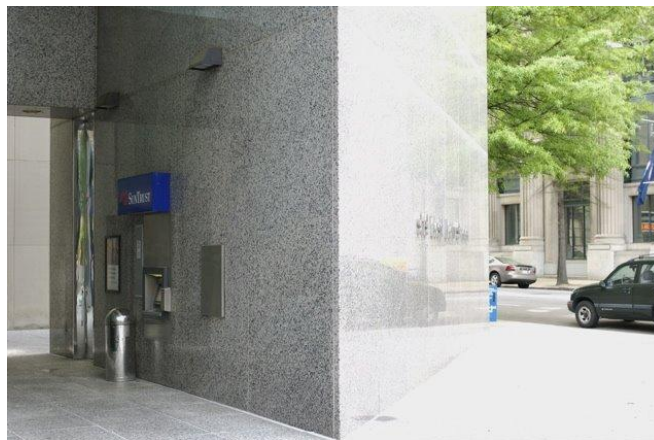
CPTED strategies rely upon the ability to influence offender decisions that precede criminal acts. Research into criminal behavior shows that the decision to offend, or not to offend, is more influenced by cues to the perceived risk of being caught, than by cues to reward or ease of entry. Consistent with this research, CPTED based strategies emphasize enhancing the perceived risk of detection and apprehension.



Consistent with the widespread implementation of defensible space guidelines in the 1970s, most implementations of CPTED are based solely upon the theory that the proper design and effective use of the built environment can reduce crime, reduce the fear of crime, and improve the quality of life. Built environment implementations of CPTED seek to dissuade offenders from committing crimes by manipulating the built environment in which those crimes proceed from or occur. The three most common built environment strategies are natural surveillance, natural access control, and natural territorial reinforcement. Natural surveillance and access control strategies limit the opportunity for crime. Territorial reinforcement promotes social control through a variety of measures.

Figure 3.9 shows an example of a lack of CPTED implementation. The ATM is located off the street and out of site, while the entrance to the apartment is not only behind a corner, but also near heavy landscaping.

Figure 3.9: Example of Lack of CPTED Implementation





Figures 3.10 and 3.11 are examples of what not to do. CPTED would not encourage this arrangement. There are jagged property lines, places to hide, and unclear separation between private and public space.

Figure 3.10: Poor Example of the Built Environment



Source: <http://www.palmsprings-ca.gov/index.aspx?page=402>

Figure 3.11: Poor Example of the Built Environment



Source: <http://affordablehousinghandbook.com/45/finding-affordable-housing-in-low-income-apartment-listings/>

## *Natural Surveillance*

Natural surveillance increases the threat of apprehension by taking steps to increase the perception that people can be seen. Natural surveillance occurs by designing the placement of physical features, activities, and people in such a way as to maximize visibility and foster positive social interaction among legitimate users of private and public space. Potential offenders feel increased scrutiny and limitations on their escape routes.

- Place windows overlooking sidewalks and parking lots.
- Leave window shades open.
- Use passing vehicular traffic as a surveillance asset.
- Create landscape designs that provide surveillance, especially in proximity to designated points of entry and opportunistic points of entry.
- Use the shortest, least sight-limiting fence appropriate for the situation.
- Use transparent weather vestibules at building entrances.
- When creating lighting design, avoid poorly placed lights that create blind-spots for potential observers and miss critical areas. Ensure potential problem areas are well-lit: pathways, stairs, entrances/exits, parking areas, ATMs, phone kiosks, mailboxes, bus stops, children's play areas, recreation areas, pools, laundry rooms, storage areas, dumpster and recycling areas, etc.
- Avoid too-bright security lighting that creates blinding glare and/or deep shadows, hindering the view for potential observers. Eyes adapt to night lighting and have trouble adjusting to severe lighting disparities. Using lower intensity lights often requires more fixtures.
- Use shielded or cut-off luminaries to control glare.
- Place lighting along pathways and other pedestrian-use areas at proper heights for lighting the faces of the people in the space (and to identify the faces of potential attackers).

Natural surveillance measures can be complemented by mechanical and organizational measures. For example, closed-circuit television (CCTV) cameras can be added in areas where window surveillance is unavailable.

Figure 3.12: Examples of Natural Surveillance



Source: <http://houston.culturemap.com/newsdetail/03-25-11-project-34-matter-of-food/>



Source:  
<http://www.oldhouseonline.com/baltimore-varied-row-houses/>

### *Natural access control*

Natural access control limits the opportunity for crime by taking steps to clearly differentiate between public space and private space. By selectively placing entrances and exits, fencing, lighting and landscape to limit access or control flow, natural access control occurs.

- Use a single, clearly identifiable, point of entry.
- Use structures to divert persons to reception areas.
- Incorporate maze entrances in public restrooms. This avoids the isolation that is produced by an anteroom or double door entry system.
- Use low, thorny bushes beneath ground level windows.
- Eliminate design features that provide access to roofs or upper levels.
- In the front yard, use waist-level, picket-type fencing along residential property lines to control access, encourage surveillance.
- Use a locking gate between front and backyards.
- Use shoulder-level, open-type fencing along lateral residential property lines between side yards and extending to between back yards. They should be sufficiently unencumbered with landscaping to promote social interaction between neighbors.
- Use substantial, high (>8 feet), closed fencing (for example, masonry) between a backyard and a public alley.

Natural access control is used to complement mechanical and operational access control measures, such as target hardening (strengthening security of buildings).

#### *Natural territorial reinforcement*

Territorial reinforcement promotes social control through increased definition of space and improved proprietary concern. An environment designed to clearly delineate private space does two things. First, it creates a sense of ownership. Owners have a vested interest and are more likely to challenge intruders or report them to the police. Second, the sense of owned space creates an environment where "strangers" or "intruders" stand out and are more easily identified. By using buildings, fences, pavement, signs, lighting and landscape to express ownership and define public, semi-public and private space, natural territorial reinforcement occurs. Additionally, these objectives can be achieved by assignment of space to designated users in previously unassigned locations.

- Maintained premises and landscaping such that it communicates an alert and active presence occupying the space.
- Provide trees in residential areas. Research results indicate that, contrary to traditional views within the law enforcement community, outdoor residential spaces with more trees are seen as significantly more attractive, safer, and more likely to be used than similar spaces without trees.
- Restrict private activities to defined private areas.
- Display security system signage at access points.
- Avoid cyclone fencing and razor-wire fence topping, as it communicates the absence of a physical presence and a reduced risk of being detected.
- Placing amenities such as seating or refreshments in common areas in a commercial or institutional setting helps to attract larger numbers of desired users.
- Scheduling activities in common areas increases proper use, attracts more people and increases the perception that these areas are controlled.

Territorial reinforcement measures make the normal user feel safe and make the potential offender aware of a substantial risk of apprehension or scrutiny.

#### *Other CPTED Elements*

Maintenance and activity support aspects of CPTED were touched upon in the preceding, but are often treated separately because they are not physical design elements within the built environment.

#### *Maintenance*

Maintenance is an expression of ownership of property. Deterioration indicates less control by the intended users of a site and indicates a greater tolerance of disorder. The Broken Windows Theory is a valuable tool in understanding the importance of maintenance in deterring crime. Broken Windows theory proponents support a zero tolerance approach to property maintenance, observing that the presence of a broken window can entice vandals to break more windows in the vicinity. The sooner broken windows are fixed, the less likely it is that such vandalism will occur in the future.



### *Activity Support*

Activity support increases the use of a built environment for safe activities with the intent of increasing the risk of detection of criminal and undesirable activities. Natural surveillance by the intended users is casual and there is no specific plan for people to watch out for criminal activity.<sup>11</sup>

It is important to note that CPTED strategies can be implemented and have little to no effect on overall costs. Whenever new development is being considered CPTED strategies can be considered simultaneously and would require no amendments to be made after construction is complete. Areas, buildings, or development that already exists can also be evaluated and the need for adjustments or renovations can be determined on a case by case basis. Funding for CPTED is generally not necessary as new developments can be designed with this concept in mind before construction begins. Developed areas can be addressed as well, with homeowner's associations or neighborhood watch groups leading the effort. The police department typically works in conjunction with these groups to inventory areas of concern. After evaluation and inventory, certain areas can be addressed for design changes.

### **Land Use Map**

The City of Brownwood has maintained an updated zoning map, but the most recent land use map comes from the current comprehensive plan (1990). A windshield survey, staff consultation, and Google Earth assessment were utilized in order to survey and update the current land use layout for plan development; however, to address specific zoning and/or land use changes, an accurate existing land use map must be created. This map must be created in a program/format the city can update, maintain and publish either in print or on the web. Whenever zoning changes are made or permits are issued, the map should be updated accordingly. Once this map is created, land use recommendations can be made based on the findings. Locations of tax-delinquent properties, environmentally sensitive areas, toxic locations, and nonconformities, etc. can be assessed and mapped using the city's existing GIS system, then examined in relation to one another. Using this combined knowledge, future zoning requests can quickly be analyzed, and recommendations can be proposed and any needed changes put into effect.

A "desired land use" map is different from an "existing land use" map in that it includes and allows analysis of non-conformity issues. Areas that contain mobile homes or other types of non-conformities must be located and evaluated spatially so that recommendations can be made. After an inventory of existing land use is taken and analyzed, zoning changes can be made to accommodate any non-conformity. Commercial or single family residential zoned areas with existing mobile homes can be re-zoned to MH if creating a mobile home zone makes logical sense. If it is best to leave the area zoned for commercial or single family residential, the mobile homes should be treated as non-conformities and phased out. Areas zoned for single family residential should not include mobile homes. Refer to the mobile home section to read more about addressing the mobile home non-conformity issue. Some areas can be re-zoned to allow for mixed use development, which can be created to accommodate areas which have extensive non-conformity issues but which function well.

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<http://www.sustainabledevelopment.org/AC2010/Handouts/FridayGeneral/Crime%20Prevention%20Thorough%20Environmental%20Design%20%20Manheimer.pdf>.

Given the amount of vacant commercially zoned property that exists throughout the city, expansion of existing commercial areas should be discouraged. Commercial zones should exist along thoroughfares and at major intersections. Incremental expansion of these zones into surrounding residential neighborhoods should be prohibited as it undermines the integrity of the neighborhoods and the zoning codes and ordinances.

### *Survey Issues*

Surveying methods must be standardized in order to maintain code compliance in a uniform manner. This is important because without this uniformity, code compliance will be difficult to enforce because a legal description of a property may not coincide with the code regulations of a particular subdivision. By requiring use of lots and blocks and survey markers (instead of field notes) in order to obtain a building permit, the county and city can streamline the surveying process and decrease the amount of time spent dealing with code compliance issues. Building permits must be dispensed with discretion and only in accordance with the guidelines expressed in the zoning and/or subdivision ordinances regarding proper surveying methods.

### **Conclusion**

The City of Brownwood is home to many different types of neighborhoods. Each ward has traits that define the area and its neighborhoods. Through highlighting positive traits and incorporating solutions for undesirable traits, the city can greatly improve existing neighborhoods and ensure that new neighborhoods contribute positively to the city. Adopting new standards and definitions for manufactured and mobile homes, incorporating mixed-use development into residential areas, and including CPTED standards in neighborhood design regulations will improve all neighborhoods throughout Brownwood.

There are also issues of special concern that will ensure the very best out of all Brownwood's neighborhoods, whether old or new. Enforcement of building codes has remained a problem throughout the city. By bringing buildings up to code, all neighborhoods within the city benefit not just those with a higher concentration of code violations. The city also has concerns regarding high vacancy rates. This is a result of special circumstances that were created by forces out of the control of the city. Today, Brownwood must find sensible solutions to this problem such as a progressive vacancy tax.

These programs and strategies will greatly improve all existing undesirable aspects of Brownwood's neighborhoods. In addition, these strategies will ensure that future growth of the city occurs in a manner that is the most beneficial to the community.



# Urban Design and Infrastructure



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## **2-4: Urban Design and Infrastructure Recommendations**

### **Introduction**

Urban design and infrastructure refer to the physical aspects of a city, the components with which citizens and visitors interact on a daily basis. The term infrastructure commonly deals with roads, utilities, and public structures. Urban design, a perhaps less familiar concept, includes not merely the appearance of a city but also the way in which the city's physical parts impact life in the community. Ideally, cities should undertake capital improvement projects with the needs of both infrastructure and urban design in mind. For example, a new road, seen simply as infrastructure, may handle the single-minded focus of relieving traffic congestion, but incorporating urban design would produce a road that compliments existing neighborhoods and encourages a healthy community by fostering physical activity and social interaction while generally ensuring that this public investment realizes its full potential.

This chapter is not intended as a detailed description of each infrastructure or urban design project proposed in this plan; one can find this list throughout the chapters of Part I. The aim of this chapter is to present the projects that necessitate a little more creativity and forward-thinking than their counterparts. The following projects have been included because their need and purpose require slightly more explanation.

### **Brownwood Coliseum**

The Coliseum is a 5,000 seat multi-purpose arena that was built in 1963. It is also the home to Howard Payne University's basketball and volleyball teams. The Coliseum is located in northeastern Brownwood, on the edge of the downtown, and is used by the city to host special events. These activities include concerts and festivals, social events and banquets, etc. It is of great significance in that it enhances the civic life of Brownwood. Currently, the site has very limited use due to its age and general configuration. Primary concerns of the proposed new design are to incorporate multiple uses for the current site and renovate it through landscaping and form making. This section will talk specifically about the changes that could be implemented by the city of Brownwood.

The city expects to expand the site for a more diversified use. The design scope for this document is confined to the lot that the Coliseum occupies, the four frontage roads, and the parking lot across the east side of the Coliseum. For a more detailed analysis and greater scope, the plan recommends that Brownwood consult an architectural and planning firm that specializes in arena renovations and developments.

### *Coordination with Other Plans*

The goals and objectives of the city's Comprehensive Plan state that the Coliseum is expected to develop into a public space. In the Downtown Master Plan, the Coliseum is the focus point of the Civic District where a series of public venues are located (Figure 1). The Downtown Master Plan illustrated that "the facility will receive new seating, an interior dome facelift, and landscape and parking improvements to bring more visitors and statewide conventioners to Downtown Brownwood". In this design, these concerns are analyzed and addressed.

Figure 1: Brownwood Districts



Source: Brownwood Downtown Master Plan, Chapter 4: Recommendations

### *Parking Lot*

Currently, almost all space around the Coliseum is used for parking. This makes for a visually unattractive appearance for the Coliseum that will shed a negative light on the public events that take place here as well. The new design thus emphasizes on creating a balance between the usability and visual quality of the Coliseum by dedicating some space to landscaping. The design proposes 122 parking spaces on site and 32 parking spaces across CC Woodson Road to the east. Even though driving is the primary mode of transportation in the City of Brownwood, walking and biking is encouraged in and around the downtown area. In this sense, this provision should be sufficient for daily operation. When a special event entails extra parking space, people can make use of the free parking lot in downtown.

To create a walking friendly environment within the Coliseum site, the design has a separated circulation system: the northern side is for pedestrian use, while the southern side is for vehicular circulation.

A 10-foot buffer bounds the parking lot, screening the parking lot from the street view. The pedestrian circulation aims at getting people around within the site safely and comfortably; around the site, crosswalks are proposed where necessitated.

### *Inner Sidewalk System*

Currently, the Coliseum is surrounded by a mass of grey concrete space. The concept of the design, simply put, is to improve the surrounding landscape of the Coliseum by adding more green spaces and diversify the use of the spaces within the site. The pedestrian routes curve around the Coliseum building, positively corresponding and contrasting the form of the Coliseum. Amenities like seating and trash cans are distributed along the routes, allowing visitors to sit down and enjoy the scenery of the Coliseum. Some platforms are distributed along the pedestrian routes. Carnival booths and trailers may also be set up here.

### *Corner Plaza*

Two corner plazas are designed to enhance the attractiveness of the Coliseum as a public space. The north plaza is decorated with plants of bright color and a winding walking path that connects the inner and outside walkway. The south plaza has the signage in the center of the plaza; a crossing-like walkway guides people to the entrance to the Coliseum. To the north of the Coliseum, a row of low trees not only provides shading for the pedestrians, but also adds some natural tone to the site.

### *Parking Lot across CC Woodson Road*

The parking lot across CC Woodson Road has parking spaces located at the periphery of the lot. The center triangular maneuvering space is paved with brick, which is expected to accommodate food trailers, sale booths, and other “break out” activities that require extra space. The northern corner of the parking lot is opened for a pedestrian entrance/exit. The crosswalk on CC Woodson Road is added with curb extensions as a way to decrease the driving speed, and to better protect the pedestrians crossing the street, which is very necessary during event days.

Figure 2: Coliseum Original State





Figure 3: Coliseum Site Design

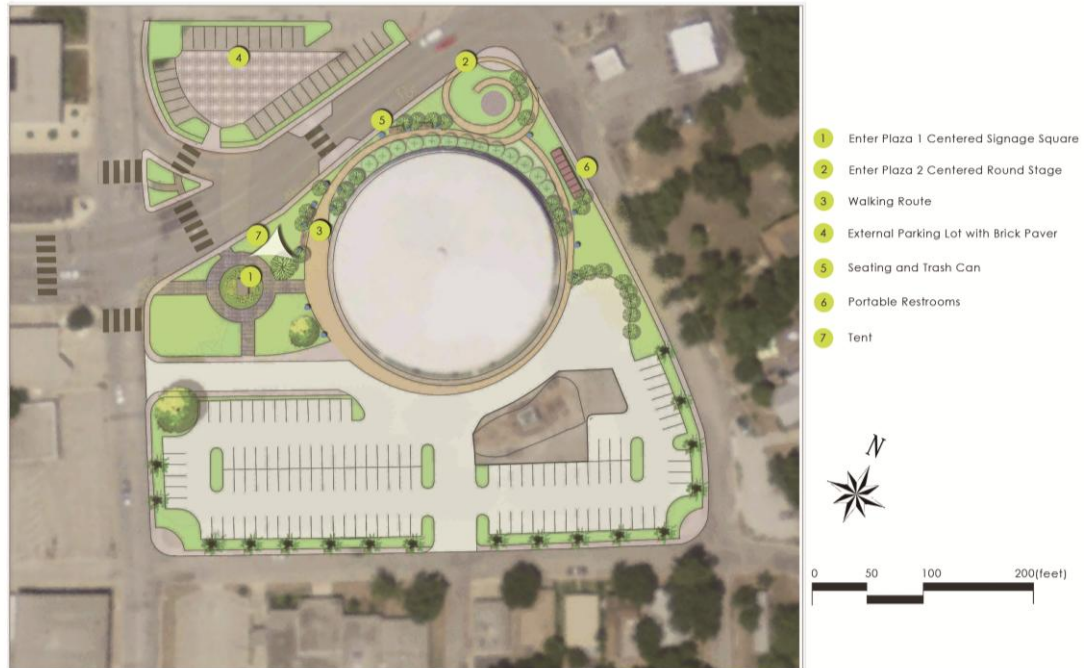


Image source: Google Earth

#### *Connection to Downtown*

People who attend activities in the Coliseum would probably have the desire to spend some time in downtown due to its proximity to the Coliseum. Nevertheless, the potential connection is currently weak for several reasons. First of all, the view towards downtown at this point is not appealing, which psychologically affects peoples' desire to enter the downtown area. Second, effective signage is greatly lacking in downtown at this time. People who are new to this area may be unsure of where to walk. Finally, CC Woodson Rd. frequently experiences high volumes of fast-moving traffic, which undoubtedly intimidates people wishing to cross the street and travel downtown. To strengthen the connection and vitalize both activity centers, two major strategies are proposed: signage improvements and streetscape improvements.

Below is an illustration of this idea (Figure 4). When people drive from CC Woodson Rd. to Hawkins St., they will be notified by signage that downtown is to the right (Figure 5). Corresponding streetscape change would help to catch their attention and attract them to go downtown. Traffic calming devices such as traffic bumpers and extended sidewalks will be applied to Hawkins St. to create a safer pedestrian environment. In this way, walking and cycling in between downtown and the Coliseum will become more visually appealing. Signage introducing major downtown destinations will also be erected to provide people with guidance. Basic streetscape improvements such as lining plants along the street, installing seating and trash cans, and diversifying paving would make big improvement to the streetscape and thus attract more trips to downtown.



Figure 4: Connecting Coliseum to Downtown

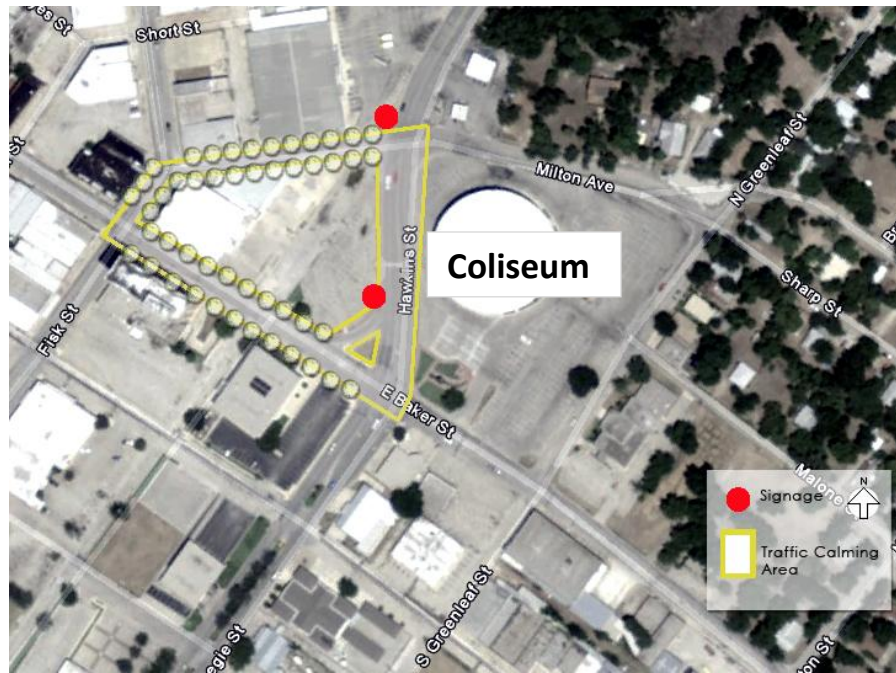


Figure 5: Downtown Signage



Image source: [http://www.boeltsdesign.com/enviro\\_1.html](http://www.boeltsdesign.com/enviro_1.html)  
<http://municipalsigns.com/municipal.html>

#### Future Extension

The Coliseum is expected to support more diversified activities that require extra sites and facilities. This expectation includes an additional building that can house extra activities like seminars, meetings, trade shows, an extra facility that accommodates horse shows, rodeo events, etc. The current site will spare no extra space to these facilities, thus these facilities are mostly expected to be built beyond the site. To select the appropriate site, several criteria are applied here.

1. *Distance to downtown*

As part of the goal of the Brownwood Comprehensive Plan, most of the public activities are anticipated to gather in and around the downtown area to vitalize the area and to make the best use of various resources made available in downtown. Even though driving is the primary mode of transportation in Brownwood, people are encouraged to adopt non-vehicular transportation in downtown. The closer these proposed facilities are to downtown, the more convenient it will be for the proposed activities to establish connections that will benefit the downtown area and the whole city.

2. *Parcel occupancy*

Many of the historical buildings in Brownwood have the potential to be revitalized and renovated for new uses. Some developers in Brownwood have successfully converted several historic buildings into loft apartments. However, this alternative requires a technical evaluation of all the vacant historical buildings in the downtown, which is a task that is beyond the scope of this plan.

The second alternative is to select empty parcels and construct new facilities. This alternative allows the new facilities to be more suitable for the needs of future users.

3. *Property ownership*

It will be an easier process if the property already belongs to the city. Otherwise, the city will need to purchase the property, which may induce condemnation or other difficulties that the city does not wish to incur.

4. *Accessibility*

The site should at least have a potential direct access to the local streets.

5. *Parking space*

In the downtown area, there is actually an abundance of parking spaces, and only a perception of there being not enough parking. If there is no parking lot within a five-minute walking distance of the parcel, then the parcel needs to be big enough to house sufficient parking space.

6. *Distance to the Coliseum*

Similar to the first criteria, being close to the Coliseum, the new facility can provide stronger connections to the Coliseum. Such connection is meaningful to strengthen the function of the area.

Below are the three sites selected based on these criteria, which present three scenarios.

Site 1 is bounded by Fisk St., E. Chandler St., Hawkins St., and E. Anderson St. It falls into the Historic Overlay District Option 2 and Option 3 according to the Downtown Renewal Plan Section II. In this sense, the new facilities built at this site can have stronger connection with the downtown area. However, the construction of the new facilities will need to follow more strict regulations in order to ensure that a high-quality product appropriate for downtown is developed. There is already a parking lot on this parcel, which can be directly used by the facility.

Site 2 is bounded by S Greenleaf St., E. Chandler St., Congress St., and E. Lee St. It belongs directly to the city according to the Brownwood Property Ownership map (Figure 7). Surrounded by civic buildings, the new facilities will be able to provide more convenient civic services to users. The parcel is big enough to accommodate several buildings at the same time.

Site 3 is bounded by CC Woodson Rd., Milton St., and North Greenleaf St. It is located in the woods along the creek that borders the east side of the Coliseum. The creek is expected to receive landscaping in the future; the new facility, if established here, will be more attractive with the landscaping around the facility.

Figure 6: Potential Site for Future Extension

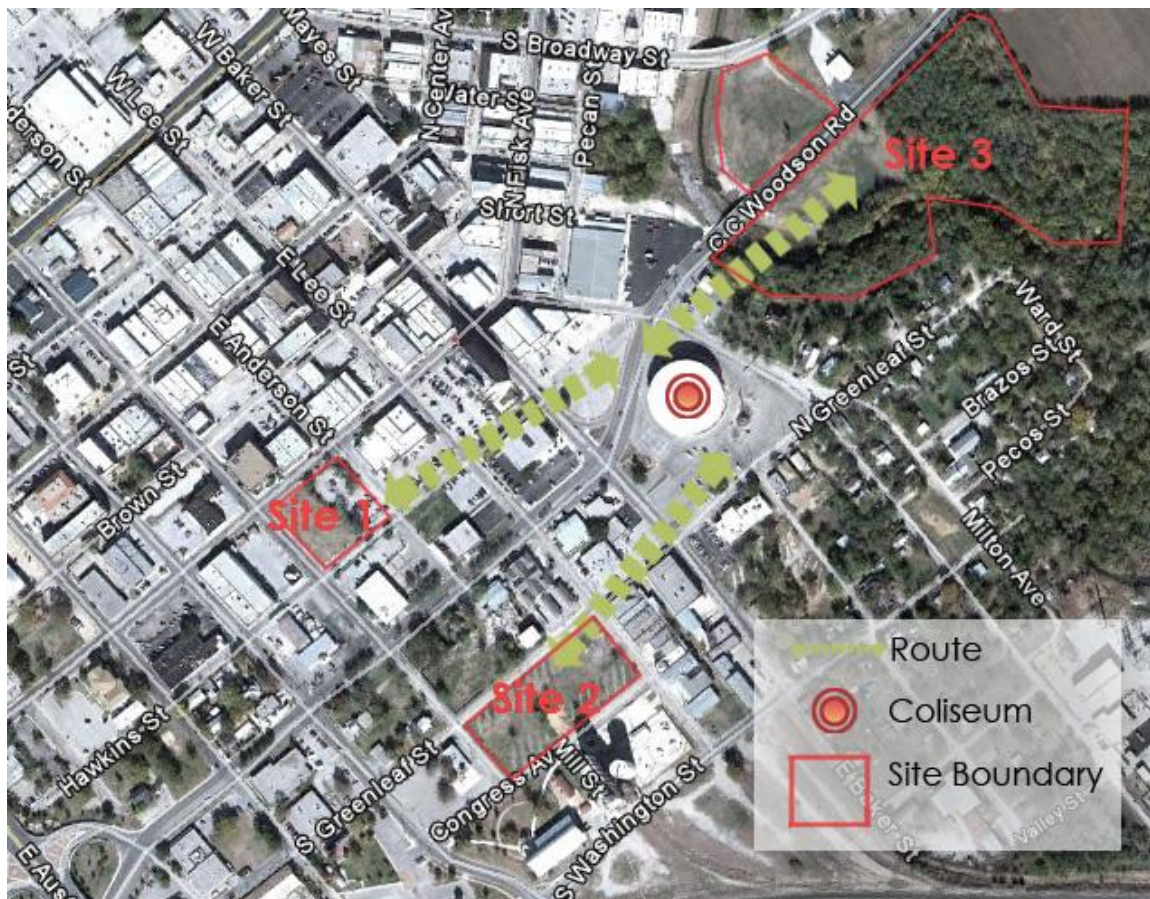
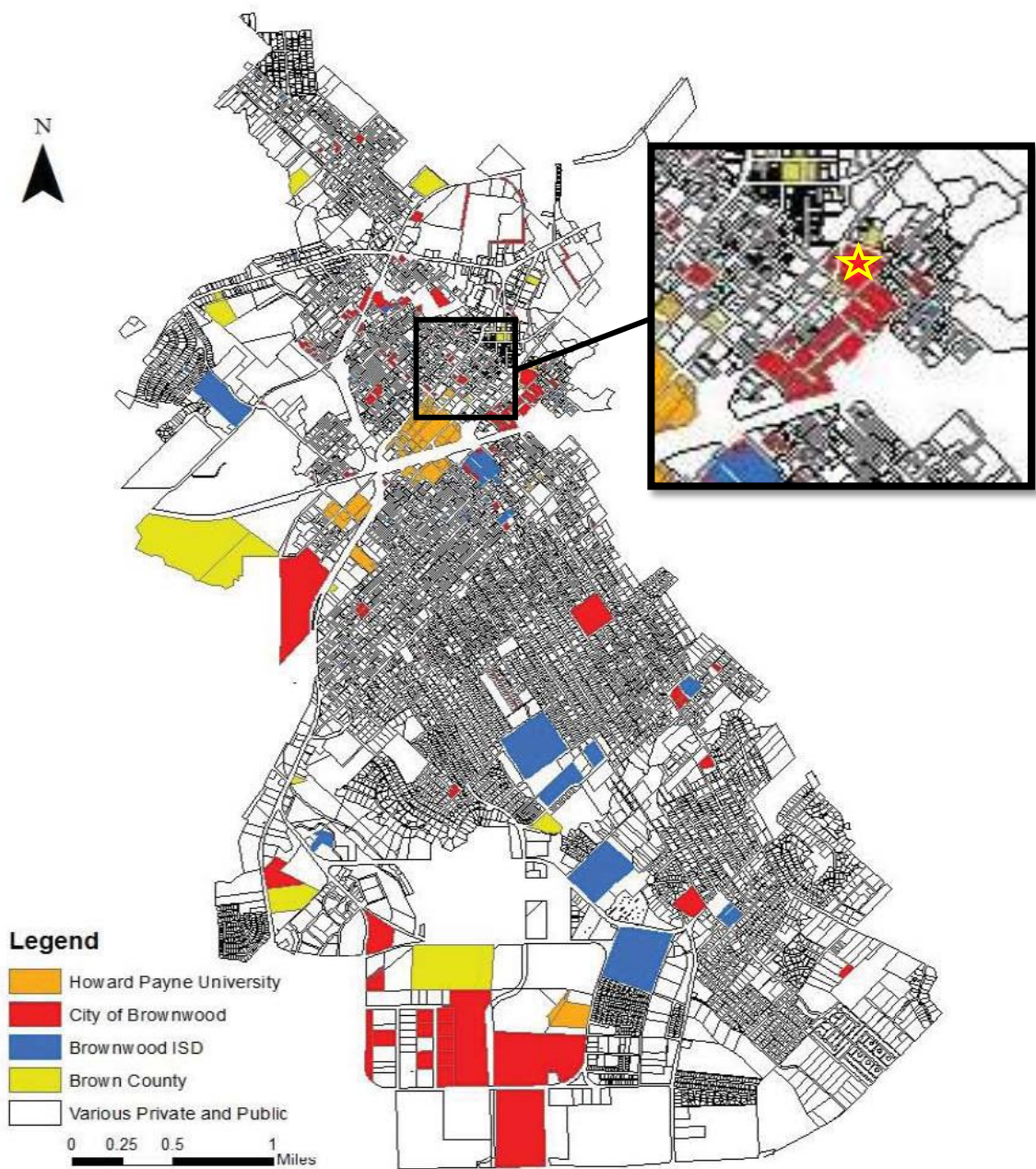




Figure 7: Brownwood Property Ownership



Source: Brownwood Draft Comprehensive Plan May 11, 2011

## Streetscape

Streetscape refers to the physical corridor along a road, including the building facades, sidewalks, yards, landscaping, utilities, and the road itself. In other words, the streetscape is the landscape along the road. Because most people experience a community by traveling within it, whether in their cars or walking along sidewalks, streetscapes can act as the frontdoor images of the community. In the business of real estate, this concept is known as curb appeal. A poor streetscape sends a negative message, but an attractive one can lure visitors and improve residents' general perception of their neighborhoods.

### Assessing Current Conditions

- There are limited attractive activities while walking in downtown Brownwood.
- Most streets in Brownwood are not walkable; featuring worn pavement and narrow paths for pedestrians.
- Also, there are poor conditions for pedestrians due to the lack of street shade as well as street furniture.
- On-street parking often lacks painted lines; similarly, lines in parking lots are frequently faded.
- However, Center Avenue is well designed with sidewalks, street trees and parking spaces, but this is not enough to lure pedestrians.
- There is a perceived lack of parking in the downtown area simply because plentiful spaces are not located directly in front of shops as they would be in a strip center. In reality, downtown offers a wealth of parking that may be little more than a 5-minute walk from stores and offices. With a unified signage system, it is possible to visually connect the destinations with available parking and thereby attack this false perception.

Figure 8: Images of current conditions in various locations around downtown Brownwood





### *Recommended Downtown General Streetscape Design*

- There are very poor street conditions for pedestrians as well as a lack of accessibility between parking lots and local stores.
- To encourage the accessibility in the downtown district, on-street parking as well as street shade for pedestrians are proposed in general.
- The façades of buildings in the downtown district are made up of different architectural styles, colors, and materials. This district has a weak sense of continuity and harmony, which detracts from the overall community character and identity. Standardization of architectural styles, colors or materials in the downtown district is recommended.

Figure 9: Suggested Images of Downtown Streetscape







Source: Form Based Codes Manual in Frisco, TX

### *The General Residential Streetscape*

The characteristics of the residential streets are different from the downtown streets. There is greater setback space between buildings and the street, and traffic moves slower than in downtown. Sidewalks and bike lanes could increase safety in residential areas. A general suggestion of a residential streetscape that is applicable to neighborhoods throughout Brownwood is illustrated in Figure 10.

Figure 10: Residential Street Cross Section



Figure 11 provides a basic sketch of the proposed residential street. The condition of the residential streetscape could be enhanced by larger setbacks and well-maintained green space.

Figure 11: Residential Streetscape Sketch



The current drought has made it difficult to sustain heavily landscaped areas. In response to these unfavorable conditions, the plan proposes a type of landscaping called Xeriscape. This concept involves the use of native, drought tolerant plants and landscaping elements such as gravel and boulders that require little or no water. Due to the native origins of the species used in Xeriscape, this type of landscaping results in lower capital and maintenance costs, as well as decreased work hours.

### **Downtown Walking Tours**

One unrealized potential of Brownwood's tourism industry is the ease in which visitors can walk between attractions in downtown. By mileage and time, the walk between Courthouse Square and the Depot would be a comfortable distance on foot for most visitors. The greatest current barriers to observing more tourists traversing downtown on foot, though, are perceived lack of connectivity, unattractive pathways, and unsafe conditions. Brownwood can address each of these barriers and begin breaking them down with a walking tour, but first the community should better understand why tourists walking in downtown is a condition to desire.

#### *Background*

Simply put, the more that visitors to Brownwood walk the streets of downtown, the more money and time they spend in Brownwood. Consider two tourists, one traveling by car and the other on his own two feet, heading from the Brown County Museum of History to the Lehnis Railroad Museum. The driving tourist would walk to his car parked on or near Courthouse Square and

quickly drive through downtown, largely oblivious to the restaurants, stores, and other attractions located on the way. The walking tourist, however, would clearly travel slower and be more in tune with his surroundings. Window displays or the view of diners enjoying a good meal would tempt him to enter local stores and restaurants. Perhaps along the way he catches a glimpse of a unique building or piece of art that distracts him from his original path, inviting him to explore more of downtown. The driving tourist might see things as well, but perceive the necessity to stop and park in every instance as an inconvenience. The slower the visitor travels through downtown, the greater the chances that he'll engage in impromptu activities and the more he'll interact with Brownwood.

Furthermore, tourists walking through downtown will help to activate the public realm and bring life to what often appears as an area with none. Locals may not be able to identify people on the sidewalk as visitors or not, but the presence of other pedestrians would likely encourage them to walk as well. One way it will do this is by improving the sense of security; having more eyes on the street usually deters crime. More people walking in downtown will help establish a vibrant neighborhood where people will want to work, live, and play. The greater benefit to Brownwood of more pedestrian activity, though, remains an economic one: the more foot traffic on downtown's streets, the more walk-in customers downtown businesses receive, and, therefore, the more attractive downtown becomes to business owners.

### *The Effects of a Walking Tour*

The first barrier that a walking tour would address is the perceived lack of connectivity between downtown attractions. Currently, visitors to downtown receive little assistance or clues as to the direction they should travel in order to reach attractions. Visitors may carry a map with them, but not be certain as to the cleanest, safest, and most interesting route to take. What is more, visitors unfamiliar with Brownwood may not instantly recognize the distance on the map to be walkable. Lastly, asking visitors to carry a map and guide themselves through downtown can create an unwelcoming experience. Offering visitors with a clearly defined route, however, would not only encourage them to set out on foot, but reassure them that the path is clean, safe, and interesting. The walking tour would possess the power of suggestion; visitors would sense that it is okay to walk from the Courthouse Square to the Railroad Museum because the city is offering the tour. Whether or not a connection exists between downtown attractions would no longer be a question that tourists would ask themselves.

Aside from forming an established connection, a walking tour also allows the city to focus its attentions to a targeted corridor, which address the barriers of unattractive and unsafe paths. Walking through downtown Brownwood in its current state is an experience largely marked with blight and aged infrastructure. Brownwood could embark on an ambitious effort to address these issues for all of downtown, but the costs would surely be higher than the city would like to consider. Rather than setting such a lofty and expensive goal, in the meantime, the city could practice urban triage and target specific corridors for improvement. The walking tour would define these corridors.

In terms of unattractiveness, the walking tour and its route could act as a testing ground for new streetscapes and beautification programs. For its part, the city could install new sidewalks and landscaping. Private business could be encouraged to improve their facades and storefronts. As pedestrian traffic increased, businesses would possibly need less and less encouragement from the city to improve their physical images, as putting on a good face would make good business sense to attract more customers. Along these lines, the walking tour route would also act as attractive corridor to restaurants and retail because of the tourists regularly passing by.



As for safety, Brownwood would need to install ADA compliant ramps and protected pedestrian crossings at every street intersection along the route. Some sections of the route may require completely new sidewalks. To achieve the best results with the walking tour, all sections of the routes would need to offer the same quality of infrastructure. In other words, even a one-block gap of sidewalk in the route could persuade visitors to turn around and discontinue their tour.

Figure 12: Examples of Poor Pedestrian infrastructure



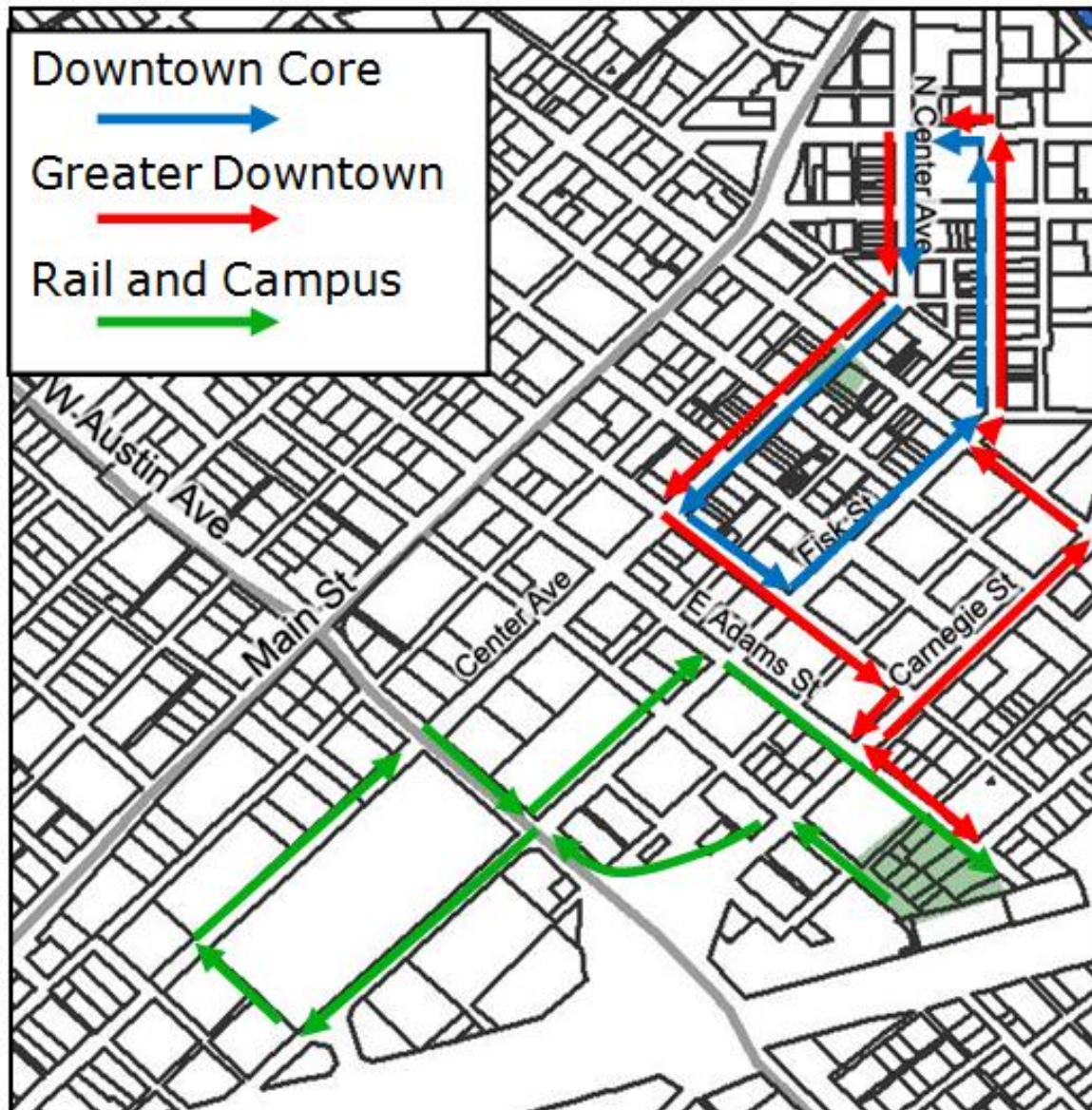
Clockwise from Top Left: A sidewalk deadends without handicap accessible ramps at the corner of Greenleaf and Depot streets; The sidewalk along this block of Chandler has vanished under a parking lot; A crumbling section of sidewalk on Adams; The sidewalk at the southern corner of Greenleaf and Depot ends abruptly at a stormwater drain.

### *Proposal*

This plan actually proposes three walking tours that the city of Brownwood could implement in downtown. While the following map provides the suggested routes of each tour, based on on-site experience and investigation, these are by no means the only routing possibilities. However, these suggested routes do currently provide the best level of infrastructure to connect their intended attractions. On the ground, the tour routes could be presented through directional signage or, a less costly alternative, simply painting arrows directly on the sidewalk. One option would be to begin

with the painted arrows and gradually phase in the signage. The walking tours are, in order of recommended priority, the Downtown Core Route (0.78 miles), the Greater Downtown Route (1.3 miles), and the Rail and Campus Route (1.1 miles). The following map illustrates the suggested routes for each tour.

Figure 13: Map of Walking Tour Routes



#### *Downtown Core Route*

This, the shortest of the three proposed routes, takes the highest priority for two reasons. First, the route is concentrated in the area of downtown currently performing the best and offering the best quality of infrastructure. Second, because of these aforementioned conditions, the route would be the easiest to implement and the quickest to produce results. Existing sidewalks along the route are generally in good standing, especially along Center Avenue, where relatively recent streetscape improvements produced an attractive setting. Aside from the attractions around Courthouse Square, the route could offer visitors historical anecdotes along the way. These could come in the



form of plaques installed on building facades or in the sidewalk, on an available brochure, or even through a smartphone application.

#### *Greater Downtown Route*

Almost twice as long as the downtown core route, this tour could offer the greatest potential due to its connecting of the attractions around Courthouse Square with the Lehnis Railroad Museum and Depot. Unfortunately, this route presents multiple sections with inadequate sidewalks, especially along the blocks of Chandler between Carnegie and Fisk. The improvement work along the route could occur in phases, with the southeast connection between the downtown core and the Depot area taking precedence.

#### *Rail and Campus Route*

After establishing the other routes, Brownwood should consider a third route leading to Howard Payne University from the Depot area. This route would require improvements to pedestrian connections between these two areas as well, but the reward would certainly be worth it. With this route, tourists could potentially spend an entire day exploring downtown Brownwood—walking from Courthouse Square to the university via the Depot area. While the university may not first strike a local resident as a destination for visitors, the campus in fact offers an attractive environment. Numerous artworks, structures—such as the new clock tower—and inevitable stories from the university’s past would appeal to art lovers, architecture enthusiasts, and history buffs. Howard Payne, for its part, should welcome and support the tour route as a means to increase the institution’s name recognition.

Figure 14: Howard Payne University



Left and Right: Brownwood should view the campus of Howard Payne University as an attractive destination for a walking tour.



## **Public Art as a Wayfinding System**

Wayfinding refers to the ways in which people orient themselves in physical spaces and navigate from place to place. Wayfinding provides a methodology for individuals to find their way to and around a destination point. Subtle but effective use of wayfinding cues will create an innovative meeting experience for participants. Wayfinding is the process of using spatial and environmental cues to navigate and travel through an environment. Integration of architecture, landscape, interior design and lighting that make it easy for people to access and comprehend the environment exemplify a well-designed wayfinding system.

Wayfinding systems often include combinations of or all of the following elements:

- Signage
- Maps
- Directions
- Symbols
- Audible clues
- Landmarks
- Trails
- Tactile communication

Based on Brownwood's specific urban design and placemaking goals, the suggestions included in this section of the report are simple, economical, and can promote civic pride, create a navigable environment for all users, and aesthetic appreciation. In addition to gateway signage at vital entry-points along major roadways, the incorporation of sculptures, artwork, and/or monuments can function as forms of signage, landmarks, indicators of trail networks, and tactile methods of communication at major intersections and points of interest.

## **Downtown and Gateway Signage**

Colorful banners and street signs are a great way to define community character, decorate bland streetscapes, generate community pride, and promote local events, activities, and businesses. Not only are banners and signs cost efficient, they are also unique to the city they represent and can be changed out to present event information, seasonal spirit, town pride, etc. and promote local amenities.

The types of signage described above would be most effective in contributing to the aesthetic and urban design value of critical areas in Brownwood, such as the downtown area or a targeted wayfinding system that would guide visitors from the city limits to downtown. Brownwood's downtown wayfinding system should begin with smaller-scale, low-cost signage, such as: pole banners, roadway signage, and gateway signage. Below are examples of: an aesthetically pleasing streetscape employing multiple wayfinding methods, pole banners, directional signage, storefront signage, and creative ideas for smaller wayfinding needs.

Figure 15: Sketch of Downtown Sidewalk with Signage Improvements



Figure 16: Special Event or Themed Signage



Source: <http://www.royalprintingsolutions.com/product-boulevard-banners.htm>; displays2go.com; insightprintanddisplay.com

Figure 17: Examples of Wayfinding Signage



Sources: <http://www.gwcc.com/about/news/Default.aspx?year=2006&sid=28>; annarbor.com; nddc.org



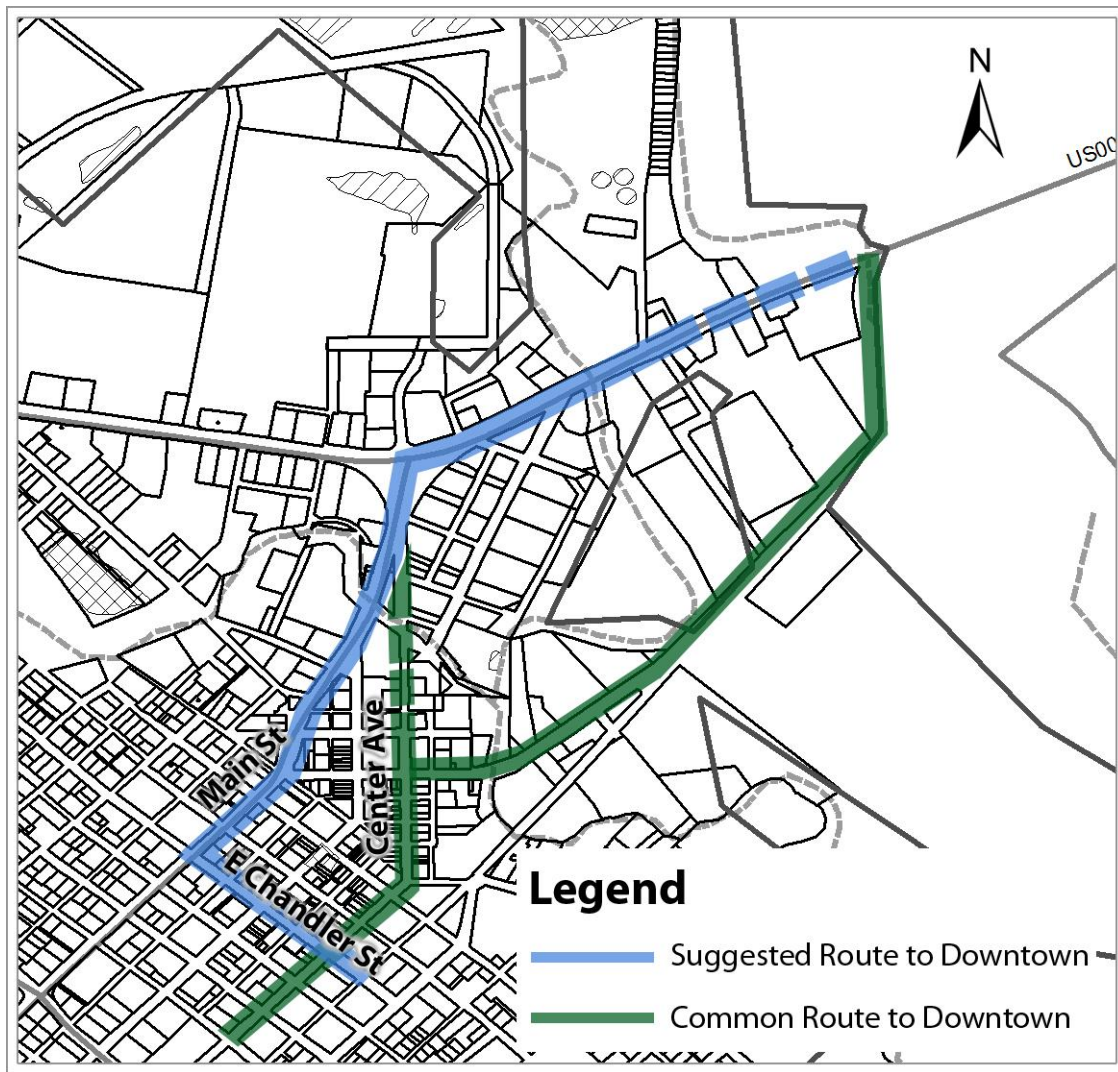
Source: nddc.org; <http://www.flickr.com/photos/aikoestner/38003936/>; racog.org



Source: <http://www.okaygreat.com/category/architecture/page/2/>; vi.sualize.us; fox-arch.com



Figure 18: Suggested major route to downtown.



Center Avenue south is currently the common route taken by locals in order to reach downtown from the north or east. Additionally, this route is often advised to visitors wishing to travel to downtown. As described above, beautifying the current common route to downtown with wayfinding methods such as pole banners, directional signage, and storefront signage will simplify and improve the route on Center Avenue from Main Street to downtown.

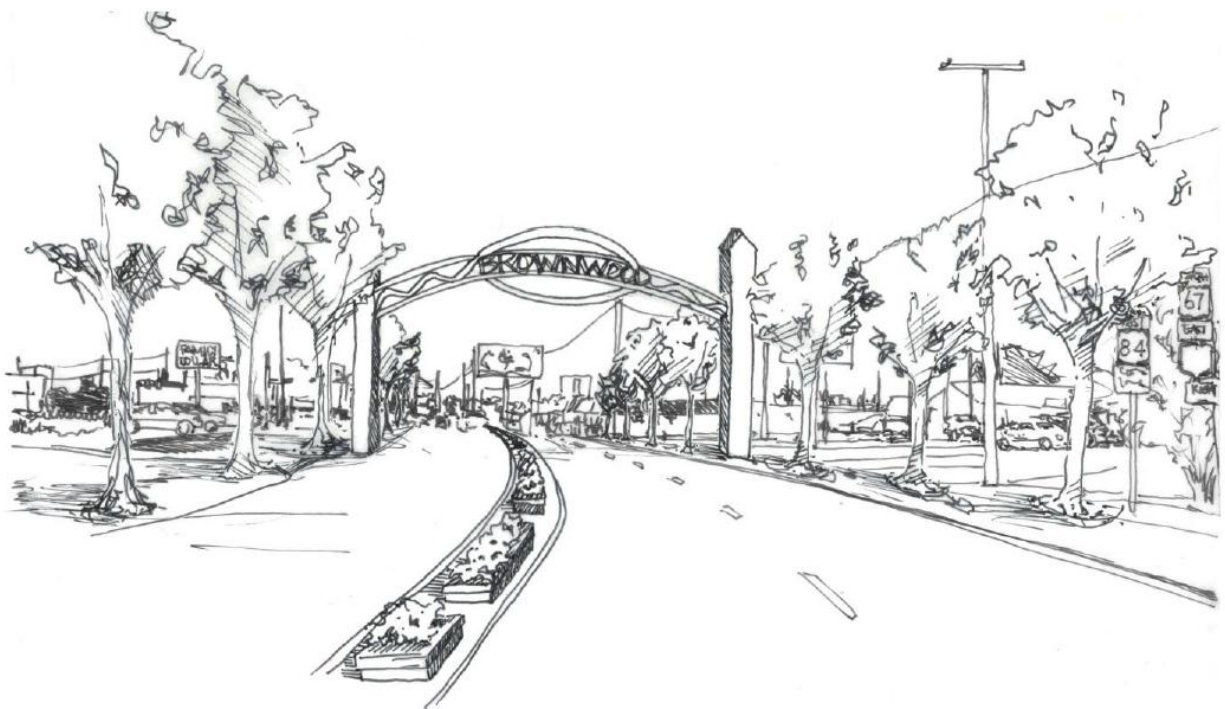
The alternative solution is to introduce a new route along Main Street where it crosses East Chandler Street, as seen in Figure 12. By taking a wider street to downtown, citizens and visitors will experience a greater sense of arrival with well-maintained signage and streetscape.

In addition to downtown city signage, there must also be larger scale signs at critical points throughout the city—most importantly at city gateways. The presence of the City of Brownwood entrance sign on the main roadway will demonstrate community pride and define boundaries. One of the suggested locations for the city entrance sign or gateway is the area adjacent to the city boundary along Highway 377.

According to the Brownwood code of ordinances in chapter 90: signs, the sign is defined as “any structure or combination of structure and/or message in the form of a display, device, figure, painting, drawing, placard, poster, billboard, advertising structure, advertisement, logo, symbol or other form designed to advertise or to inform the public. The term “sign” does not include an official traffic control sign, an official governmental marker, a national, state, city, or educational institution flag, or governmental signs and announcements.” Furthermore, official signs are designated as “federal, state or local government traffic, directional and informational signs and notices issued by any court, person or officer in the performance of a public duty” and do not require a license, bond or permit by section 90-013. Since the entrance sign or gateway is an official governmental sign, it is not limited under the terms of sign usage or sign control.

The gateway could be made over Highway 377 as it enters Brownwood. Figure 13 illustrates a suggestion of the gateway and shows the basic impression of the signage.

Figure 19: Gateway Design



Source: Brownwood Draft Comprehensive Plan May 11, 2011

Apart from placing a whole new structure at the entrance gateway, the simplest method in which to present Brownwood with a welcoming entrance sign on Highway 377 is by placing a city logo on the traffic light at the intersection with Main Street (See Figure 13). Consulting with TxDOT would likely be required. Typical monument stone signs are also simple and welcoming. Placing a large Brownwood logo could be an alternative option.

Figure 20: Examples of City Entrance and Gateway Signage

Carmel Art & Design District, IN



Source: [www.carmelartsanddesign.com](http://www.carmelartsanddesign.com)

La Canada Flintridge, California



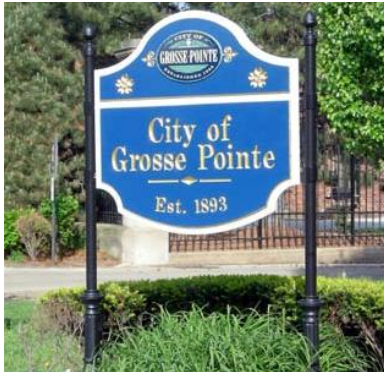
(Source: [www.lacanadaflintridge.com](http://www.lacanadaflintridge.com))

Ruthven, Iowa



(Source: [www.ruthvenlostisland.com](http://www.ruthvenlostisland.com))

Grosse Pointe, Michigan



(Source: [www.cityofgpfoundation.org](http://www.cityofgpfoundation.org))

Stratton, Colorado



(Source: <http://www.commsign.net>)

Old Town, Maine



(Source: <http://www.old-town.org/>)



Richmond Hill, Georgia



(Source: <http://beta.bryancountynews.net>)

Dish, Texas



(Source: <http://informatv.com>)

Truro, Iowa



(Source: <http://commons.wikimedia.org>)

Galesburg, Illinois



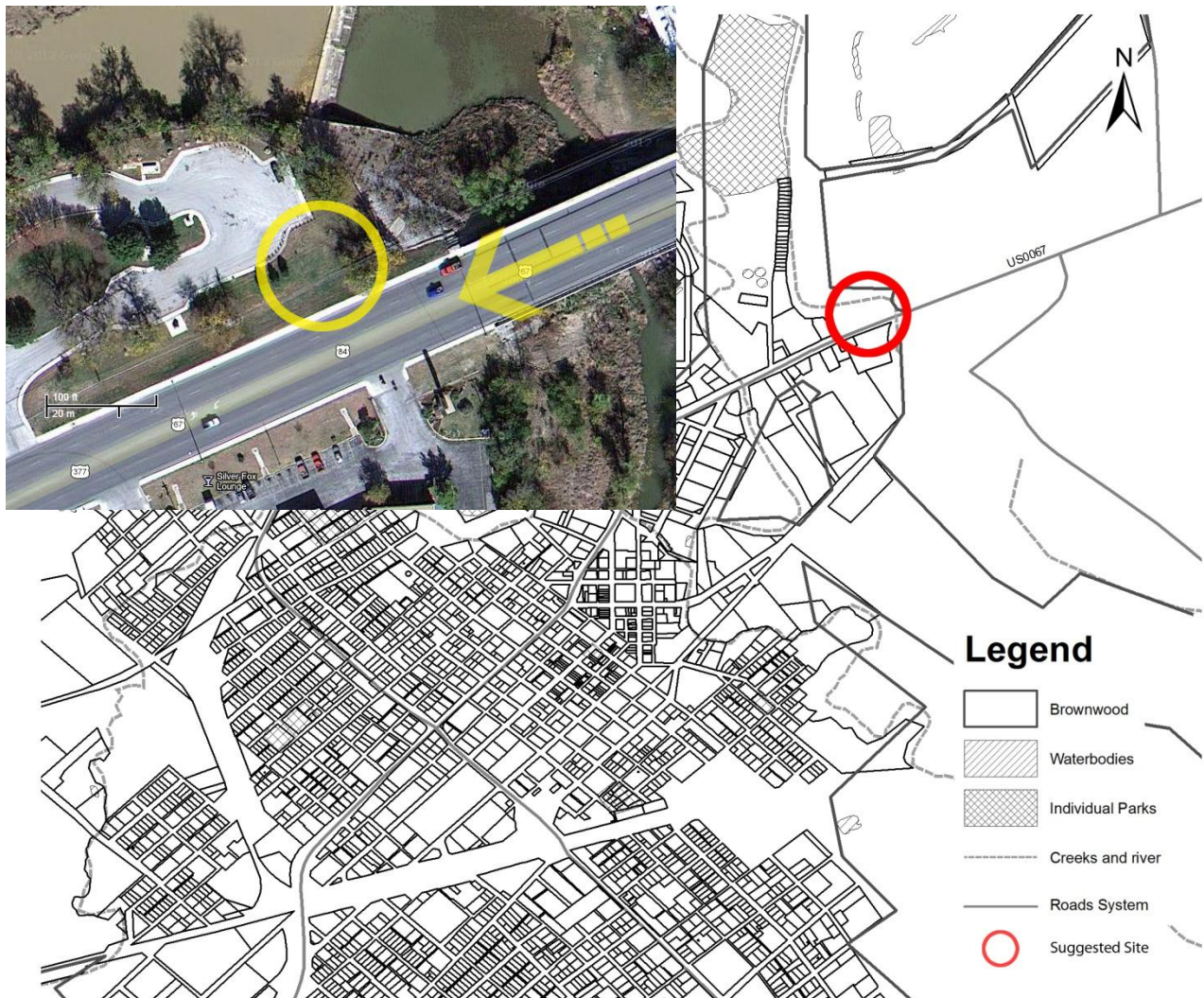
(Source: <http://en.wikipedia.org>)

Pell City, Alabama



(Source: <http://www.dailyhome.com>)

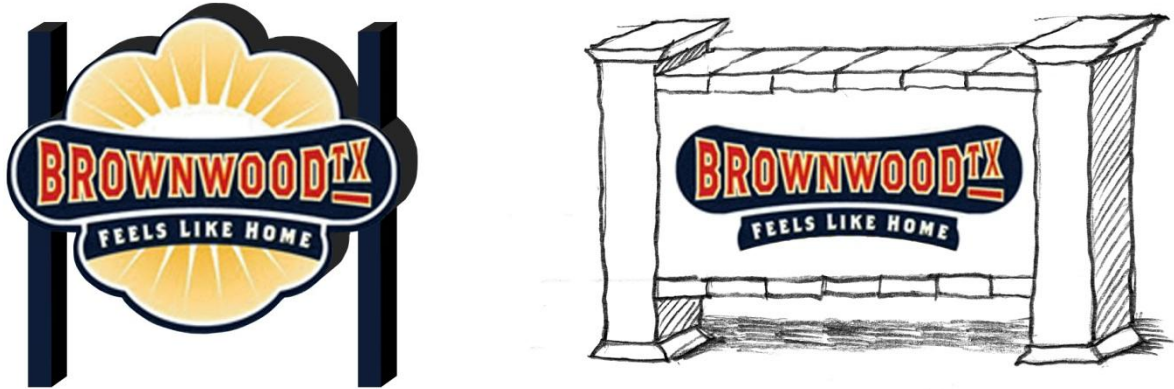
Figure 21: Possible Site for Monument Signage



(Source: Google Maps)



Figure 22: Options of Monument Signage



### *Sign Standards*

Signs represent store characteristics. At the same time, signs have purposes of ornamental aspects. The purposes of sign regulations for commercial buildings include encouraging traditional building forms that reinforce a pedestrian friendly streetscape and improving walking environments in downtown. By enhancing sign design standards, Brownwood can create a more attractive destination for recreation and shopping, and help support property values as well.

With several downtown buildings, signs are coordinated in size and placement with the building. Individual letters are discreetly presented above the main entrance. In addition, signs are visible from a great distance when their letter sizes and locations are properly chosen. Awnings are useful in that they create shaded sidewalks and improve the pedestrian experience. Signs on the sides of awnings are directly presented in pedestrians' lines of sight.

Figure 23: Sign Designs in Downtown in Brownwood



However, there is a lack of consistency with sign designs in some areas in downtown. In some instances, the size and location of signs are not appropriate for pedestrian-oriented streets, and individual letters are not visible beyond short distances. Incorrect placement is one of the reasons that signs are not able to achieve their main purpose, which is to advertise and attract customers. In addition, the paint on some signs has started to peel, and damaged signs are still hanging from some buildings. Hanging signs from the underside of awnings—a useful way to reach pedestrians walking in the shade—is rarely taken by businesses.

Figure 24: Inappropriate signage in Downtown



To improve sign standards, signs should first be coordinated in size and placement with each building and with entrances to local stores. Sign clutter should be avoided, both in terms of multiple signs and unattractive signs. Prompt repainting is necessary to appropriately maintain good sign condition along with a positive store image. Hanging signs from the undersides of awnings, as mentioned above, is an attractive method to reach pedestrians and improve the shopping experience in downtown.

Figure 25: General Example of Current Sign Conditions

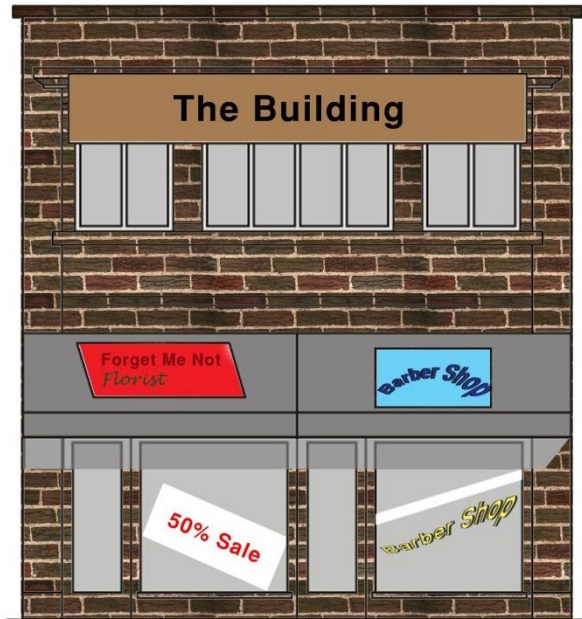


Figure 26: General Suggestions for Sign Design

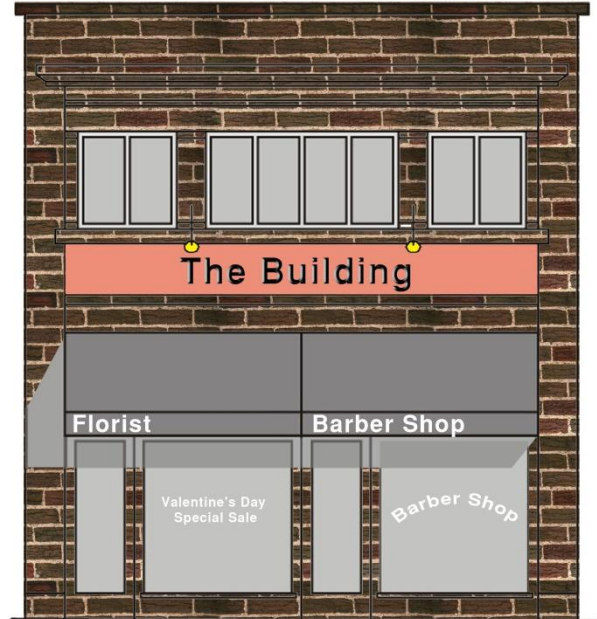
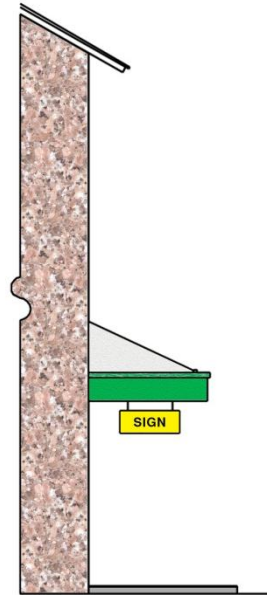




Figure 27: Current General Conditions on the



Figure 28: General Suggestion of Signs Placed



Sources: Form Based Code Institute and development code in City of Ventura

### Water Tower and Silo Enhancements

Water towers also provide a blank canvas for providing aesthetic value to the city, as well as serving as a unique town landmark and wayfinding element. Old town water towers usually had four legs with the tank at the top. Many of the older water towers are being replaced by "golf ball on a tee" water towers. These newer towers have a ball-shaped tank on top of a pedestal. Town water towers usually had the name of the town painted on the side of the tank. Some localities have slogans, advertisements of local venues or amenities, appealing images, or mascots on their sides. Water towers come in different shapes and represent the character of the areas where they are found. For example, there are peach-shaped towers in Alabama and Georgia, one that is pineapple-shaped in Hawaii, and a ketchup bottle-shaped tower in Collinsville, Illinois. The latter tower has been repainted and stands as a local historic monument.

Figure 29: Examples of Creative Water Towers



Local water towers (left to right): Adair, Iowa; Stanton, Iowa; Gaffney, South Carolina; Collinsville, Illinois; Frisco, Texas; Honolulu, Hawaii; Grand Marais, Minnesota

In addition to water towers' impact on Brownwood's skyline, there are also existing grain elevators and silos in the depot area that have the potential to play a valuable role in contributing to city-wide urban design efforts. There are a few empty silos in the city of Brownwood that currently do not have any uses. In other parts of the world such as Australia and Europe, vacated grain silos have often been converted into usable structures, such as apartments or shopping malls. This process is called adaptive reuse, which is essentially converting what has been left vacant into a use that is beneficial again. Two case studies are presented here; the first is an expensive alternative if Brownwood is able to lure a developer into town to develop the grain silos. The second alternative is significantly less expensive in that it is an action that the city could make on its own without hefty monetary investments.

The first example is Silo Point, a \$400 million condominium project located at the waterfront harbor in Baltimore. The grain silos were defunct as of 2003 and were bought by the Turner Development Group—a development company that specializes in unorthodox developments such as Silo Point. In May 2005, construction began to transform the vacant silos into large upscale condominiums. The end result is that the city of Baltimore has converted a vacant, unsightly building section into a high-end residential property at the city's waterfront. Home prices in Silo Point range from \$400,000 to \$5 million, and unit size ranges from 1,800 to 5,000ft<sup>2</sup>. More information about Silo Point can be found at their website: <http://www.silopoint.com>. The city could enter into a public-private relationship with a developer to perform similar renovations on Brownwood's silos. Under this scenario, the city could provide various grants or incentives to lower the developer's costs or, likewise, fund necessary infrastructure improvements to the site.

Below are some pictures of Silo Point before and after adaptive reuse renovations were made to the property.

Figure 30: Silo Point before conversion



Source: <http://www.silopoint.com/flash.html>

Figure 31: Silo Point today, after conversion—exterior view and a condominium interior.



Source: <http://www.silopoint.com/html/>

If the costlier alternative is not considered a feasible idea for Brownwood, the city can pursue another idea, which is to decorate the silos in such a fashion that they will be aesthetically pleasing to the eyes of the public at minimum cost. To accomplish this, the plan suggests painting the exteriors of the silos with beautiful murals to function as works of art, symbols of civic/community pride, representations of important local themes, critical landmarks, or important historical icons. Below are examples of beautiful grain silos that have been painted to provide aesthetic elements at cost-efficient prices, as well as a case study of Horse Creek Winery in Nashville, Georgia.



Figure 32: Creative Examples of Artistic Grain Silos



Sources: Midland, Ontario; Buffalo, New York- Arts & Industry Island

Horse Creek Winery is a family-owned business that managed to convert a former grain silo into a building that houses their winery business. One of the things that they managed to do was to decorate the exterior of the silo into something that is aesthetically pleasing to the public, as well as help to advertise their business to vehicles passing by. The purpose of showcasing the Horse Creek Winery example is to show Brownwood how a plain looking grain silo can be beautified into something that could help attract the attention of people even from far away. A simple idea such as painting the city's logo could be a way to help decorate the silos and make it looking nice again.

Figure 33: Horse Creek Winery's beautifully painted silos



Source: <http://horsecreekwinery.com/gallery/> valdostadailytimes.com

## Public Art and Sculptures

Public art can also function as major landmarks for public wayfinding by serving as valuable additions to the streetscape. Visual cues to car, bus, and pedestrian users indicating sites of importance or places of interest can be provided by public art, as well as community cohesion through the use of a common, unique symbol. Incorporating wall paintings and small-scale sculptures into the public realm is a cost-efficient signage method that could easily be incorporated into the downtown area and along important roadways and/or trails. Oftentimes local artists, organizations, and/or civilians can become stakeholders in these projects providing talent, funding, volunteers, work, and promotional opportunities—thus creating a community asset that residents identify with, visitors recognize, and beautifies Brownwood.

Below are examples of local, symbolic, small-scale sculptures that were placed around their respective cities and serve as valuable landmarks and symbols of community pride, including examples from Dallas, Texas; Oklahoma City, Oklahoma; and Berlin, Germany. A suggested motif for Brownwood is the lion—the local school mascot. These lion statues could be sponsored by local businesses and painted by resident artists or even as school art projects.

Figure 34: Examples of small-scale sculptures  
Dallas Soars! Pegasus Project



Source: [smashingtimes.com](http://smashingtimes.com); [entertainment.webshots.com](http://entertainment.webshots.com); [mosaicworks.com](http://mosaicworks.com)

### Berlin, Germany's Painted Bears



Sources: <http://www.travelblog.org/Photos/598201>; Wikimedia.org;



## Oklahoma City Painted Buffalos



Sources: flickriver.com; panoramio.com

Below are examples of downtown wall murals that dramatically change their environments. Local organizations and community members could be contacted to volunteer, fund, and participate in these fun and simple beautification techniques that result in a cost-efficient, low-maintenance project for the City.

Figure 35: Examples of Downtown Wall Murals



Sources: hapevilleaerotropolis.wordpress.com; clintoncountyohio.com; slipperyrockpa.org; brunswickmainstreet.org

One consideration for funding these public art projects, such as the wall murals and sculptures, is to hold a contest. Aspiring artists would likely see the opportunity to present their work on such a massive scale as an acceptable form of payment or recognition. Through such a competition, the city could submit a request for proposals and select its favorite response. Costs to the city would be minimal, perhaps only for materials and supplies. Brownwood would receive an enhancement to its public realm for little cost, and the artist would receive the pride and satisfaction of having his or her work displayed to the public for a long-term period, if not indefinitely.

## Park Network and Considerations

One of the greatest natural amenities that Brownwood has to offer is its network of over twenty parks. Though there are many parks located within the city, many of them are not well designed, not well utilized, disconnected, inaccessible, or not necessarily enjoyable (with the exception of the Cecil Holman and Coggin Avenue parks). When considering Brownwood's most valuable amenities, planning considerations could not ignore the opportunities that lie in developing a functional, fun, and beautiful park network.

Figure 36: Brownwood Parks

Cecil Holman Park



Coggin Park



City Park in Brownwood



City Park in Brownwood



It is our recommendation that the City of Brownwood create a relationship between most (if not all) of the parks throughout Brownwood, each providing a unique experience, performing a specific function, or serving a purpose for the community (i.e. dog park, playground facilities, outdoor entertainment, etc.). The benefits of having thematic parks serving different functions and populations are many, including: unique placemaking, higher quality of life for park users, aesthetically pleasing and functional spaces that can serve as venues for small gatherings and events, and destination creation. Communities can benefit from the increased usage of park spaces not only in building strong social ties, but also in encouraging visitors and citizens to enjoy outdoor amenities and events held within the city. In addition to valuable recreational spaces, these parks can also be used as event venues for festivals, concerts, fundraisers, and local functions. Having public park spaces available for local events could potentially generate revenue from visitors not only for the event, but also for the local economy. These spaces can also be used for city-sponsored events and would ultimately save the city rental space, equipment, and operation costs by providing their own spaces with appropriate equipment capabilities.

#### *Park Amenities and Thematic Ideas*

Park amenities are critical features in the attractiveness and comfort of public outdoor spaces. Basic amenities often include restrooms, benches, parking spaces, and water fountains. However, parks can become much more involved with visitors than serving merely as space; today parks are being transformed into dog-friendly areas, skate parks, disc golf courses, amphitheaters and concert grounds, as well as splash pads and community gardens. There has been a recent revival in park spaces in suburban areas and inner cities due to increased concern for the environment, public appreciation of environmental aesthetics, and the increased value of desirable open spaces. Below are several examples of functional, aesthetic park spaces that serve the public in a variety of positive ways, including the incorporation of urban design elements and amenities.



Figure 37: Examples of multifunctional and aesthetic park spaces



Sources: en.wikipedia.org; petswelcome.com; <http://localism.com/neighbor/sondram?page=19>; <http://www.frisco-texas-homes.com/frisco-splash-parks/>; pegasusnews.com; cctx.gov;

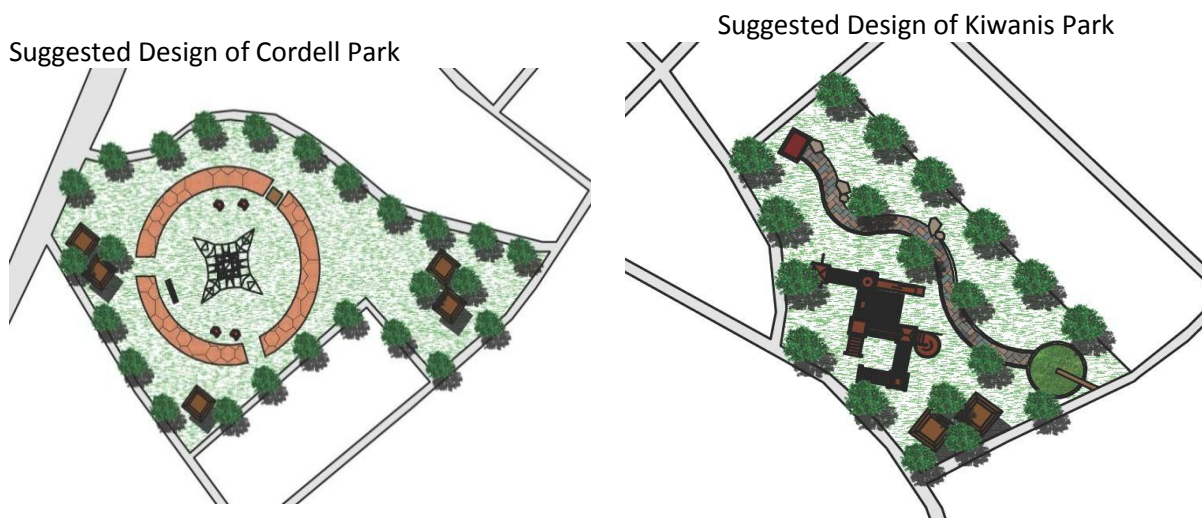
*Recommended Park Design: Cordell Park and Kiwanis Park*

- Currently, there are very poor amenities as well as recreational facilities.
- New children's play facilities will promote the frequent use of parks as well as encourage outdoor activities by adults.
- There are many shade trees as well as furniture to create shade for park users.
- For improving walkability, walking space is uniquely paved by pattern as well as grass.
- Park users of all ages can enjoy their recreational time as well as interact with other people in the parks.

Figure 38: Image of Current Conditions of two parks



Figure 39: Suggestions for Park Designs

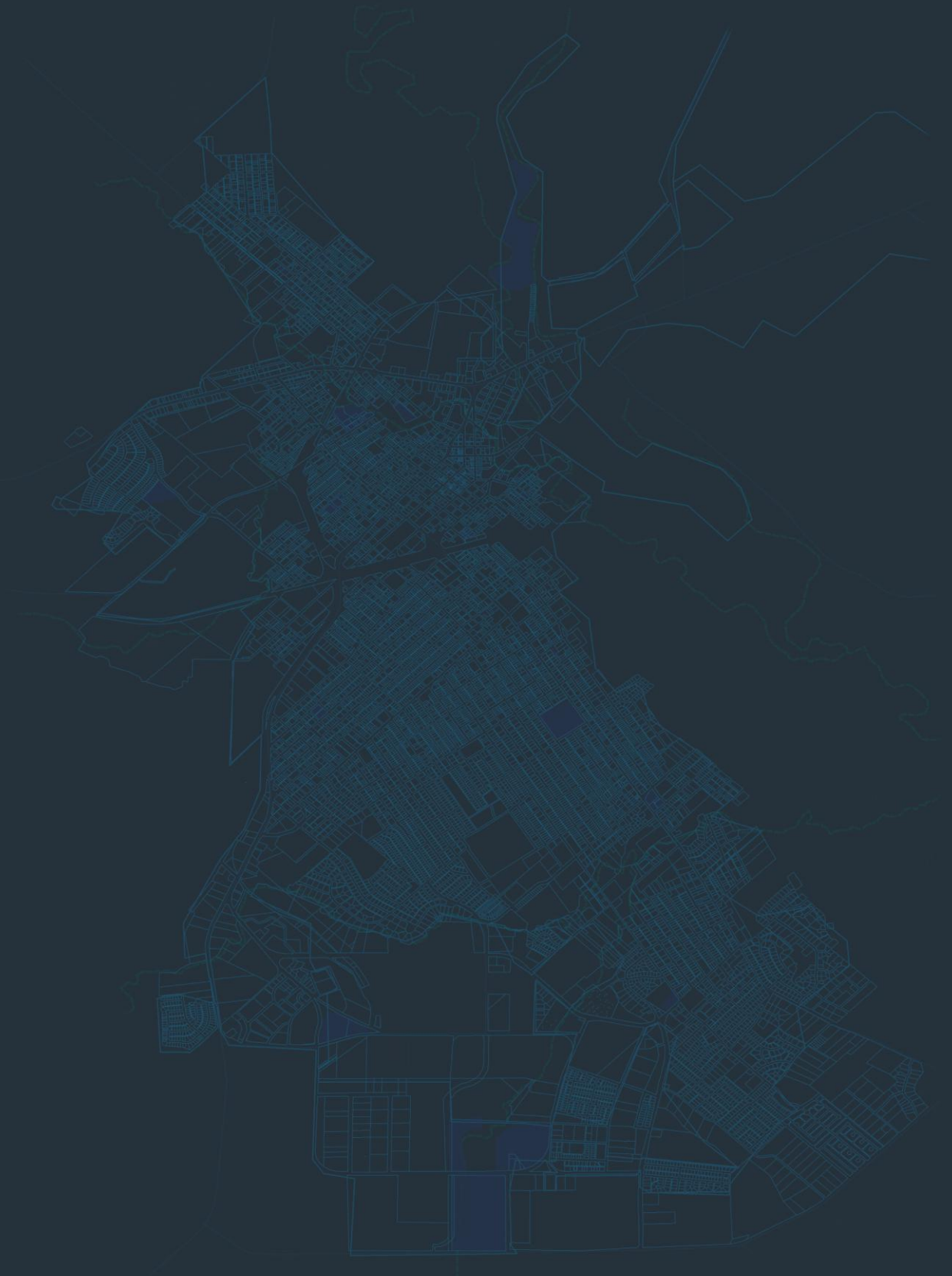


### *Funding Possibilities for Park Proposals*

To fund the proposals presented above, multiple possibilities exist for the city that would not require it to simply reach into its own funds. Sponsorships and donations from local businesses and philanthropic parties would be one way to raise funds. The new themes of the parks could potentially match or correspond with businesses and individuals who provide the funding. For example, consider a splash park sponsored by Kohler—a nationally known producer of plumbing products. Local service clubs could be willing to lend a hand in the clean-up and maintenance work of some parks. Adopt-a-park programs would be one means of establishing this relationship with local clubs and groups. As the individual parks of Brownwood primarily serve their surrounding neighborhoods, the city should also not discount the willingness of area residents to take care of the parks in which they may feel an ownership. Neighborhood associations could hold fundraisers for park improvements and similarly enter into agreements with the city to maintain the park. Indeed, several funding possibilities for these park proposals exist.



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## Section III: Appendices

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# A-1 Case Studies



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## **A-1 Case Studies**

Appendix A-1 contains case studies by students resulting from a class assignment. These case studies may vary in structure, appearance, and overall relevance, but their content merits their inclusion. We think that many of the ideas and methods used in the case studies could also be used in Brownwood.

### **Downtown Revitalization in Fairmont, West Virginia**

*Ross LaFour*

#### *Decline in Fairmont*

Fairmont, West Virginia is a town of about 19,000 (2000 Census, City of Fairmont) located ninety miles south of Pittsburgh on Interstate 79. Fairmont's population is 90% white and 7% African American, with a median household income of \$25,628, and an average household income of \$43,971 (City of Fairmont). Fairmont's population peaked during the 1950 Census at 29,346, and has been declining ever since at rates between 5-15% per decade (Wikipedia). Since the 1950's, decline has become commonplace in Fairmont.

As of 2005, Fairmont could be described as suffering from "fragmented parcel ownership" and a "lack of a competitive identity in the regional market" (FRP, p.8). The downtown area suffered from an atmosphere of deterioration, with some downtown districts registering 30-50% vacancy rates (FRP, p.8). In the CBD itself, 27% of the district could be described as a vacant lot, vacant building, or surface parking lot (FRP, p.8). In the downtown area, 80% of structures were described as being in need of "substantial improvement or comprehensive repair" (FRP, p.9). Population decline in the 20 years preceding 2005 ran near 10% (FRP, p.10). Households in the downtown area were impoverished, with 70% earning less than \$20,000 per year, with a high school graduation rate of only less than 60%, and employment rates that had dropped 9% between 1990 and 2000, while statewide, employment rates had risen by 16% (FRP, p.10). Much of decline of employment has been attributed to the loss of lucrative mining and manufacturing jobs in the area (FRP, p. 10). Current leading employers, however, include the local Board of Education, Consolidation Coal Company, Fairmont State College, Fairmont General Hospital, and Wal-Mart (City of Fairmont).

Fairmont's central business district contains 300,000 square feet of office space, but 56% of the space satvacant as of 2005, and when it leased, it did so for only \$7-10 per square foot (FRP, p.10). Prior to 2005, there had been no new construction downtown, with only 180 new housing units built between 1995 and 2001 in the entire city. In the downtown area, 65% of residential structures were built before 1960. (FRP, p.11)

#### *Rejecting Decline in Fairmont*

Determined to curb the continuing decline, residents of Fairmont established Main Street Fairmont in 1994 (Main Street Fairmont ), and in 2004 Fairmont's city council created the Fairmont Renaissance Authority (henceforth FRA), and tasked the agency with revitalizing Fairmont's downtown and surrounding areas (FRP, p.3). The FRA has partnered with Main Street Fairmont (henceforth MSF), and other organizations to reinvent Fairmont's downtown, and as result, the Fairmont downtown revitalization has come to be regarded successful.

Perhaps the most immediate evidence of Fairmont's success is its 2010 Great American Main Street Award, which honors communities that have made notable strides towards redeveloping their downtown areas. The national Main Street Organization cites considerable changes over the previous sixteen years in support of the award-

- Since 1994, Downtown Fairmont has added nearly 250 jobs;
- 83 new businesses;
- 159 rehabilitated buildings
- 2 new buildings;
- reduced the vacancy rate from 50% to 20%; and,
- attracted over \$66 million worth of investment into the downtown area.

It is also notable that during this same timeframe, the broader community of Fairmont was able to slow its population decline from a consistent 5-10% per decade to a mere .4% from 2000 to 2008 (Wikipedia), and there is even some early evidence of an increasing population on the short timescale (GAMSA).

### *Steps to Success in Fairmont*

Fairmont's success can be fairly shared by the actions, decisions, and policies of several groups of stakeholders.

### *Main Street Fairmont*

First among these is Main Street Fairmont. MSF credits the downtown areas revitalization to their adherence to the "Main Street Four Point Approach." In this approach, four pillars of revitalization are simultaneously addressed during redevelopment- Organization, Promotion, Design, and Economic Restructuring. MSF itself comprised the main organizing force in this case. Promotion involved "rebranding" Fairmont from a declining coal town into a pleasing, picturesque mountain community. This was aided by the promotion of downtown festivals, redevelopment along Fairmont's waterfront, and façade renovation efforts downtown and along the river. These same actions comprise the design aspect of the Fairmont's facelift. Economic restructuring was the final tool in MSF's kit. Through coordination with the city, a new parking garage was built downtown and several historic buildings were converted into high-end office space. This space was shared with select divisions of Fairmont State University, and the combination of new office space and an institution of advance learning has been used to attract new tech-industries to the Fairmont Downtown, allowing them to take advantage of the so-called "I-79 High Tech Corridor", which has attracted technology industries to the state of West Virginia.

Main Street Fairmont has also brought other assistance to the downtown, such as its Low Interest Loan Program, available to those seeking to rehabilitate dilapidated buildings, or the Façade Grant Program, which provides grants to owners and tenants of commercial buildings downtown to renovate their exterior.

### *Fairmont Renaissance Authority*

The Fairmont Renaissance Authority, the agency legally in charge of the redevelopment process, made several policy decisions that seemed to be very beneficial in Downtown Fairmont's revitalization. First of these was their practice of subdividing the downtown area into "character areas." Character areas are smaller subunits of the downtown district that are defined by a single purpose, such as residential, mixed use, retail, etc., but in addition to these "zoning titles", the notion of the character area is intended to bring an esthetic, or even soulful quality to the

designation. Policy was established that the first priority in a declining character area would be to help it serve its fundamental role as that certain time of character area, and not to manipulate a character area to serve other areas or the broader district. Therefore, the first priority in a residential character area would be to improve the quality of housing and of the residential experience. The first priority in a retail area would be to improve the quality of the shopping experience. Essentially, any projects undertaken must first serve the immediate character area. Only deference had been paid to each area in regards to its primary purpose would projects be considered to serve other areas, or to stitch the patchwork of areas together. The second significant policy that the FRA brought to the table was a very helpful methodology by which to select the projects that would be undertaken. They would begin by only considering projects with broad public support or pre-established momentum, and then “filter” them through a hierarchical set of requirements-

- 1) that the project serve the character area in which it was located, as discussed above;
  - 2) that it satisfy one of the broader objectives identified in the FRP;
  - 3) that a project be an appropriate land use for the proposed location; and,
  - 4) that there was vacant land/buildings already available (so that other viable uses are not displaced in the gusto for a new project).
- (FRP, p.5)

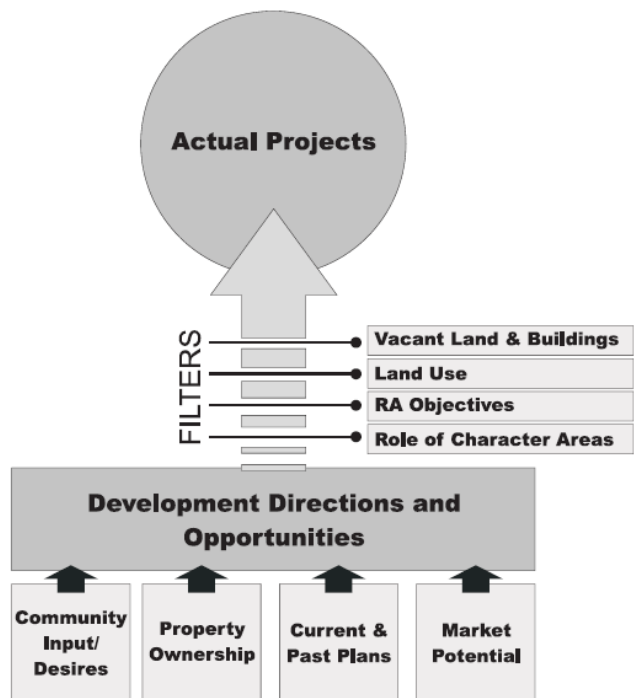


Figure 1, FRA Project Filter Flow Map (FRP, p.5)

### *Other Projects*

Other projects have played a significant role in reinventing the Downtown Fairmont area. Most notable are-

- The Veteran’s Plaza project, which developed an urban park downtown, designated as a veteran’s memorial; and,
- The Fairmont Bridge revitalization, which renovated and beautified an old bridge connecting commercial districts on either side of the Monongahela River.

### *Conclusions*

Fairmont has truly seen success in its downtown revitalization, and the entire community has prospered as result. By way of a holistic, multifaceted approach, by the proper setting of priorities, by the thoughtful selection of appropriate projects, by beautification, and with the help of a few

standout renovations, Fairmont has managed to reinvent itself, and simultaneously stimulate its economy in a way that should truly benefit the entire Fairmont community.

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## **Improving Brownwood's Downtown District: Bringing Back Activity**

*Nicholas Samuel*

### *Introduction*

According to the State of the Community: 2010 report of Brownwood, Texas to “Enhance the city’s economic, social, and environmental resources;” is one of the guiding principles of urban planning for the city. This principle could prove to be the most beneficial to the residents, but it is clearly dependent upon how certain political actors, planners, and vocal citizens define ‘enhancement’ and recognize the various resources. While it seems appropriate to let the stakeholders of Brownwood identify these resources, the city’s downtown district is certainly an economic, social, and environmental (in the broadest sense of the word) resource and therefore improving the conditions of this district is of utmost importance to improving the city as a whole. Nevertheless, understanding the correct approach to improving the downtown district is a more complicated issue than simply determining how to make it visually pleasing or sound in design. There is one large hurdle in particular, bringing people to downtown, that must be dealt with in order to enhance this district to the fullest. In what follows I argue that increasing activity (both economic and social) is the best way to enhance the downtown district.

### *The Problem, The Issues, and The Solutions*

The downtown or 'Main Street' districts of small urban areas were traditionally the center of economic and social activity. They were often thought of "as the 'heart' of the town." (Francaviglia 1996, 1). Due to large scale decentralizing forces (e.g. the growth of residential suburbs, expansion of highways, movement of business to the urban fringe) central places, for small towns in particular, have become less important for a range of commercial and cultural activities. Bringing some of these activities back is a prominent goal for downtown revitalization projects and this need is felt in the case of Brownwood. Much of the new commercial development in Brownwood is similar to suburban-type strip malls. This is the competition that the downtown district has for activity and determining the advantages of downtown is key to bringing some of that activity back.

Better architecture is typically listed as an 'advantage' that downtowns have over suburban strip malls. Downtown districts typically contain a majority of the town's historic and unique buildings and landmarks. Because of this historic preservation has been a tool used to curtail downtown demise and keep these resources, the historic buildings, in tact. Ever since the Historic Preservation Act of 1966 there has been a "renewed interest in maintenance as well as the aggressive marketing of the structures for their historic character." (ibid., 52). While many would argue that historic preservation has been an excellent tool for saving downtown, there are doubts about the authenticity of its implementation (ibid., 52-54). It is not always the case that buildings that look old truly are the age that we believe them to be.

Brownwood has a number of historic buildings and landmarks in downtown and continuing the preservation of numerous landmarks and aged structures is certainly a good thing. While the significance of these historic resources to the overall plan of Brownwood is clearly evident in the State of the Community report, it remains to be proven whether historic preservation helps to increase activity in the downtown district? It is likely the case that it does, but probably not the kind of activity and the extensive increase that would truly enhance downtown Brownwood and pull activity from the strip mall areas. Preservation of the particular kinds of architecture that are commonly focused on in American small towns turns a downtown district into an 'old' and 'historic' place and uses these "motifs as sign-vehicles to sell their particular location in competition with other places." (Gottdiener 1997, 154). Thus, if these motifs appeal to a particular consumer then they might invest interest in this sort of downtown and support business that sustain them. Not all consumers are won over by the motif of age or history and many have to forget about motifs all together because of strained pocketbooks (this is why chain retailers have been so successful).

This kind of downtown theme creation divides consumers into those who have been won over and can pay and those who are not won over or cannot pay. Making social divides based on consumer choice and income is not in the best interest of downtown or cities as a whole. Brownwood, in particular, needs to be cautious of doing something like this because the city is already split by income in its residential areas. Downtown should not be taken over as a high-class area, because as Francaviglia argues the origin of Main Street (how he refers to a small town's downtown) comes from "a dialogue between 'high' and 'low' culture." (189). Downtown is the place where those at the highest and lowest ends of society can meet and where they meet is in the public space that is common in downtown districts. This inclusion of public space, I argue, is the advantage that downtown has over the strip mall.

Promoting public space in Brownwood's downtown district is a good idea, but doing that alone is not going to bring activity back to downtown. Changing the perception of downtown, instead, is a more important tool to attracting people. Historic preservation can change our perceptions of



downtown, from 'decaying' and 'unimportant' to 'well maintained' and 'monumental', but as Kevin Lynch makes note, "A landscape whose every rock tells a story may make difficult the creation of fresh stories." (Lynch 1960, 6). The perceptions of downtown that will give rise to its increased use are akin to 'eventful' and 'vibrant', not images of downtown as the site of yesteryear, but as the context of an evolving present.

The "imageability", to use Lynch's term, of downtown needs to be changed (ibid., 9). Imageability is linked closely to the identity of a place, but, as most are aware, there is more to identity than just appearance. Practice can shape identity just as significantly. What this means for downtown is that in order to change our perceptions we need to change our habits. Thus, to increase activity in overall we need to promote events that bring residents downtown and allow them to create attachments to it. When we have a significant attachment to a place the strongest images we have of it are not specifically of the environment itself, but of the things we did there. Attachment to a childhood home doesn't come from enjoying a particular kind of architectural or design element, but from acknowledging the experiences gained there. Therefore, my alternative approach to enhancing the resource of downtown is to plan and create informal, community-wide events that get residents back in touch with Brownwood's downtown district.

Community organizations with interest in Downtown Bryan, Texas put on a monthly event to try to get people to that part of town. From my experience of this event, it appears to have been successful. The sidewalks that surround restaurants and cafes are crowded with couples and groups of friends and families can be seen walking to the theatre and children's museum. The event is informal, thereby allowing people to mingle and come and go as they please. When residents go to this kind of event it is up to them choose the sort of downtown experience they get.

I suggest that a similar kind of event be put into preparation for Brownwood's downtown district. Like anything that is informal, it will probably take time to attract a large number of people to the event. Yet, it is a good step to bringing activity downtown. Such an event would need to be widely publicized and allow for locals to control the details. If residents were to come out in larger numbers, I would predict that the park located downtown would get more use. Brownwood also has a farmer's market, but it is season and located under an overpass (according to <http://www.farmersmarketonline.com/fm/BrownwoodAreaFarmersMarket.html>). Farmer's markets are good places for people to interact and if moved downtown could bring more activity back as well. The hope, in the long run, is that these informal events will not only bring social life back downtown, but also the commercial activity of Brownwood.

### *Conclusion*

In summary, we cannot attract people back to Brownwood's downtown district by simply preserving the historic buildings and implementing sound elements of design. To increase activity we need to change perceptions of downtown. Proving the community with a number of informal events and supporting the farmer's market can truly change how people think about the downtown district. Once that happens business will become more attracted to the downtown district and Brownwood will truly have enhanced one of its resources.

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## Initiating the Texas Main Street Program in Brownwood, Texas

Chris Jarmon

The Texas Main Street Program (TMSP) is a program housed in the Community Development Heritage Division of the Texas Historical Commission.<sup>1</sup> The TMSP uses historic preservation as a tool to spur and promote economic development and revitalization in the downtown area. Over 87 communities, ranging in population size from 2,000 residents to 200,000 residents, participate in the TMSP, which has collectively generated approximately \$2 billion in reinvestment in the historic downtown areas of various participating communities. Having a strong downtown is important because “downtowns contain a considerable portion of a city’s tax base; they also house many of the town’s most identifiable buildings; and they are the traditional gathering place for public functions and events.”<sup>2</sup> Table 1 displays some general data about the TMSP.

**Table 1:** Information About Texas Main Street Program (TMSP)<sup>3</sup>

New	Member Since	# of active cities	State Staff No	2001 Budget & Trend	Main Street Only Budget	Communities Accepted
	1980	78	9-FT, 2-PT	\$431,191 (30% increase)	\$431,191	5/year

Source:Ozdil 2006

Given that Brownwood, Texas has a number of historic buildings located in its downtown area and given that there appear to be a number of issues present in downtown Brownwood, including “few places for people to gather....a weak sense of continuity and harmony... [and] very little landscaping,”<sup>4</sup> it might make sense for Brownwood to apply to the TMSP as Brownwood could potentially benefit from joining the TMSP.

Local officials in Brownwood should be aware that the city will incur some expenses if they decide to apply and ultimately join the TMSP. Since Brownwood is a community of less than 50,000 residents, the city “must agree to hire a full-time Main Street manager for three years and provide funding for the local program.”<sup>5</sup> While the salary and benefits package of the Main Street Manager is not specified by the TMSP, it is unknown if Brownwood can afford this expenditure given that general fund revenues from fiscal year (FY) 09/10 to 10/11 are down by over \$500,000 while general fund expenditures over this same time period are only down by \$8,000.<sup>6</sup>

Nevertheless, city officials need not view this minimum expense as a prohibitive barrier to entry for two reasons. First, according to the Texas Historical Commission “the Texas Main Street Program is

among the most successful downtown revitalization programs in the nation.”<sup>7</sup> Therefore, city officials in Brownwood should recognize that the costs associated with the TMSP have the potential to be greatly outweighed by the benefits the Texas Main Street Program (TMSP) can bring. Second, cities that develop and sustain programs that are designed to “preserv[e] local historic resources” are eligible for Certified Local Government grants. Some uses of these grants that the city of Brownwood might be interested in include “research and development of historic context information.....development of façade studies or condition assessments....[and] rehabilitation or restoration of properties individually listed in the National Register of Historic Places or contributing to a National Register historic district”<sup>8</sup> It should be noted that these grant monies require a one-to-one dollar match.

If Brownwood does decide to pursue inclusion in the Main Street program, city leaders have ample time to resolve their fiscal situation and prepare their application for inclusion into the program. City leaders should be aware that “the process for 2011 Texas Main Street cities has closed and no new applications will be accepted.”<sup>9</sup> Also, due to the continuing budget difficulties facing the state of Texas, the Texas Historical Commission may not be able to accept new communities into the program for fiscal years 2012 and 2013. This time frame, however, gives city officials ample time to decide if they even wish to participate in the TMSP. If city leaders decide to participate in the Main Street program, they should be aware that the application includes: a letter of intent; a current resolution from the city’s governing body stating that the salary, operating, and travel expenses of a full-time Main Street Manager for a minimum of three years will be supplied; an initial budget for the local Main Street Program; a street map of the designated local Main Street area; slides or digital photos; and letters of support for the program.<sup>10</sup>

Table 2 (derived from Schneider-Cowan 2007)<sup>11</sup> lists some ideal factors that each Main Street Program should have. These factors are based on the four elements of the TMSP (organization, design, promotion, and economic restructuring). These benchmarks seem to serve two purposes. First, with all of these benchmarks included, Main Street Programs are much more likely to be successful. Second, these benchmarks can give community leaders and the Main Street Program itself a broad framework for goals, operations, and management.

**Table 2:** Ideal Benchmarks for Successful Main Street Program

<u>Broad-based support</u>	<u>Paid professional manager</u>
Community partnerships	Paid
Downtown private interest partnerships	Professional
	Full time
<u>Active board of directors</u>	<u>Training</u>
Defined roles	Staff
Active involvement	Volunteers
Set specific goals	
<u>Main Street strategic plan</u>	<u>Reporting</u>
Gather information	Business
recruitment/expansion	
Development strategies	New business opened
Action plan	Increase in tax base
	Job creation
<u>Mission statement</u>	Tracking statistics
Clear sense of community needs	

Clarity of focus

History of preservation ethic

- Creating a sense of place
- Rehabilitation/restoration of historic buildings
- Adaptive reuse
- Design guidelines and assistance
- Tax credit

Adequate operating budget

- Public sector investment
- Diversified revenue sources

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Source: Schneider-Cowan 2007

Another factor that Brownwood city leaders should consider is the collaborative nature of the Main Street Program. At the local level, the Main Street Program director interacts with the elected officials of the city the program is located in. There is also a state connection via the Texas Historical Commission and a national connection via the National Trust for Historic Preservation. Therefore, if Brownwood city leaders decided to implement the TMSP, whoever is selected as the program director should have the skills to interaction with officials and organizations at various levels of government.

One of the last important points to note about the TMSP is that it must take place within a broader economic development strategy. Therefore, business must have some access to capital if they are to recruit to the downtown area or if existing businesses are to keep (or make) their business tuned to the historic nature of the downtown area. Georgetown can be used as an example. Georgetown had (possibly still has) a low-interest loan pool of \$100,000 that is loaned to businesses to help them with “improvements to the exteriors of their buildings.”<sup>12</sup> The program was so successful that local officials convinced local financial institutions to establish a larger loan pool of \$150,000. Although Brownwood need not imitate Georgetown directly, heed should be taken that successful revitalization can only occur where there is sufficient capital available to make the revitalization possible.

A number of cities have had very successful experiences with the TMSP. In 2009, Nacogdoches was recognized as a National Main Street City because “it showed an above average performance in 10 separate categories.”<sup>13</sup> Canton, Texas was recognized as a National Main Street City in 2001.<sup>14</sup> New Braunfels, also a National Main Street City, has had nearly \$55 million reinvested in its downtown area since 1991.<sup>15</sup> Livingston, Texas reinvestment levels are over \$1 million.<sup>16</sup> Reinvestment in Tyler’s downtown and neighborhood commercial districts is over \$100 million.<sup>17</sup> Since 1988, reinvestment in Gonzales, Texas has been over \$12 million dollars.<sup>18</sup> However, one of the most successful cases of the TMSP has to be Georgetown, Texas. As described by Lamphere “Georgetown is a boomtown, with more than \$120 million in private investments and a transformed, bustling downtown square. It’s become a model city in the Texas Historical Commission’s Main Street Program.”<sup>19</sup>

The important point to take away from the previous paragraph is that there are no predefined criteria for success. The cities that have been successful in the TMSP vary in size, region, income levels, poverty levels, etc. This suggests that no particular set or sets of cities are any more likely to achieve success with the TMSP than are any other set of cities. This, in turn suggests that

Brownwood is capable of attaining the same level of success that other communities have had with the TMSP.

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### **Art and Historic Preservation: Case Study of Marfa, Texas**

*JiHei Lee*

Many revitalization efforts come from the local residents and locally based community groups. However, Marfa's case is somewhat unique. Revitalization of Marfa was mainly achieved by creative outsiders who were interested in art and historic preservation. It was an unintentional, not-fought revitalization. It was obviously not an action or process of solving local issues. In this paper, I will not call it gentrification since there is no valid evidence so far that shows the significant displacement of local residents and businessmen although it is true there was a significant change in housing price. Marfa is a small rural town of about 2,100 residents, very far from the big cities. Over the past two decades, this small town has become one of the famous art communities. Marfa is a town full of art galleries, historic buildings, and nature. It attracts any artists, musicians, and tourists from all around the world throughout all seasons. No city would have experienced that dramatic change as Marfa did over the past two decades.

#### *City Characteristics*



Marfa is a small town in Presidio County, Texas. It is located on the Marfa Plateau between three mountain ranges. Marfa is a three-hour drive from San Antonio, about eight hours and half drive southwest from Dallas, and an hour drive from the Mexico border. Alpine and Fort Davis are the closest cities. It is surrounded by Big Bend National Park along with the Rio Grande River. Marfa was established as a watering stop on the railroad in the early 1880s, and grew through 1920. During the World War II, it was used as an army airfield and also a training ground for the army. Then, it became a town of cattleman and ranchers. Since 1950, the town's economy became weak by declining cattle industry and a long drought.

According to 2000 Census, the total population was 2,121 with median age 38.7. The median cost of a home was \$49,000 with a median monthly rent \$294. As of 2010, the population is almost constant. On the other hand, the median home value increased to \$104,050. A median income of households was \$24,712. As of 2011, the base economy of Marfa is art-related tourism. The leading industry includes art foundations, galleries, hotels, holiday rental homes, restaurants and cafes, and outdoor sports. The unemployment rate of Marfa is 4.9%. The number of jobs has increased by 202% over the past two years.

### *Marfa's Original Assets*

Even before Marfa became today's art city, it possessed many unique assets. First of all, it was famous for mysterious ghost lights. Since a local rancher documented them in 1993, it provoked public curiosity and attracted people to expedition. Second, several academy award-winning films were taken in Marfa. The town was a setting for the film "Giant," starring Elizabeth Taylor, James Dean, and Rock Hudson. Hotel Paisano was a base camp for the actors. Third, the pristine landscape is another asset of Marfa. In the past, most of the residents in Marfa worked in cattle, cotton, and mining industry. The local ranchers and residents preserved the dramatic nature and historic buildings. Marfa had many small-scale historic buildings across the city, especially concentrated in the downtown area.

### *Creative Individuals*

#### *A Minimalist Artist: Donald Judd*

Marfa has become an art mecca by a widely-known minimalist artist, Donald Judd. He had grown tired of life in New York and moved to Marfa in 1973. He wanted to establish his artworks in spacious, natural landscape to which, he believed, they originally belong and should be placed. Funded by the Dia foundation, an arts organization, he purchased properties in and around town — principally a 340-acre former army base called Fort D. A. Russell. Establishing permanent facilities, Judd displayed his own work with his fellow sculptor John Chamberlain's pieces and Dan Flavin's fluorescent-light works. He also purchased the vacant 24,000-square-foot Wool & Mohair building, renovated and installed his sculptures.

In 1986, the Dia foundation had financial crisis and cut off the financial support for Judd. Judd filed a lawsuit against Dia. Their partnership ended by Dia transferring the ownership of all its property and art in Marfa over to Judd. He soon established the Chinati Foundation. As his artworks boomed, he began to buy up more properties in Marfa. His properties include nine buildings in Marfa, 34,000 acres and three houses outside town. He was able to buy a lot of properties because of the cheap land price of a declining, rural town. While he lived, he did not make an impact on Marfa. The change of the landscape came after Judd's death by the Chinati Foundation and civic leaders.

Lovers of Historic buildings: Crowley and Tim

Goode Crowley and her husband, Tim Crowley, a successful Houston-based attorney were also another big contributor to make the new Marfa (ALEXANDER, 2005). Goode Crowley said "In 1997, we passed through on the way to somewhere else. We were driving back to Houston, and we stopped in Marfa. It was four o'clock in the morning—and as we stood in front of this old, abandoned grain warehouse, I knew we needed to buy that building and come here." (ALEXANDER, 2005) The Crowleys bought the building which they renovated into a theater, which is now one of the best performance spaces in West Texas. They continued to buy and renovate six buildings on or near Main Street (ALEXANDER, 2005).

#### A Local Businessman: Joe Duncan

Hotel Paisano has been a long standing landmark of Marfa. In 1955, the cast and crew of film *Giant* stayed at the hotel during the film's three-month shoot. It was designed by noted Southwest architect Henry Trots, which represents the Spanish colonial-revival structure (ALEXANDER, 2005). It fell into disrepair in the eighties and nineties because the whole city was in decline. In 2001, a local businessman, Joe Duncan, saw a good profit of the investment in the hotels. He purchased it for back taxes (\$185,000) and restored it to its original splendor (ALEXANDER, 2005)." He also bought the dilapidated Thunderbird hotel and renovates it with contemporary design and wooden artworks.

#### *Organization*

##### Chinati Foundation

After Judd's death, the Chinati Foundation played a significant role in changing the urban landscape. It has been working as a growth machine of this small town. This is a non-profit, publicly funded organization and also a contemporary art museum located in Marfa, of which specific aim is to preserve and present to the public permanent large-scale installations, of which emphasis was on the inextricable links between art and the surrounding landscape. Another important contribution of the Chinati Foundation is that it gives opportunities of art education to the community. Every year, students around the world visit this town to learn hands-on experience and education offered by the Chinati. It offers internship programs, art classes for local students, workshops, and hosts annual festivals. Thomas Kellein, the Director of Chinati Foundation, told that the goal of the foundation is to turn the entire area into the World Heritage and make people live in art (DW-TV).

##### Judd Foundation and Others

Judd Foundation is established in 1996 by Judd's will to preserve his living and working spaces, libraries, and archives. "The Foundation is dedicated to promoting a wider understanding of and appreciation for Judd's artistic legacy by facilitating public access to these spaces and resources, and by developing scholarly and educational programs." (ALEXANDER, 2005) Other than these two major organizations, other art-related profit organizations are based in Marfa: The Lannan Foundation (literature), Ballroom Marfa (eclectic contemporary culture, including music, visual, and performance arts), the Goode-Crowley Theatre and Marfa Live Arts, and the International Women's Foundation.

#### *Current Issues*

While other cities experience obstacles in the revitalization process, Marfa has not experienced any difficulties. So far, it is a non-failing success story of revitalization by outsiders. However, some issues recently seem to arise from Marfa's rapid change. As Marfa has known, art lovers have moved in Marfa and bought properties. As a result, the housing price and rent has been soaring. The

housing price in Marfa is about ten times higher than a decade ago. Along with the high demand in existing homes, the supply of new housing is lack. This phenomenon is spreading to the nearest cities, Alpine and Fort David.

Before Marfa became famous, the housing price was very low. Even there was no need for affordable housing in the area. But now the city requires affordable housing for local residents. But there is no plan and implementation yet. Given the fact that there are not many jobs that pay more than \$10 an hour, the higher cost of rent for housing and business is the most critical problem in the area.

### *Policy Implications*

Although Marfa is a much smaller in size than Brownwood, the two cities have some similarity in the abundant stock of historic buildings and lack of community organizations. As we have seen many successful revitalization projects, community-based organizations play a key role in rebuilding a city. The two cities had good physical and narrative resources like historic buildings and stories that belongs to them. But two cities lacked the inside motivation and efforts, which is I think, due to the lack of community-based organizations. In Marfa, several individuals breathed a new breath into the community. Following their start, some foundations and organizations moved in and some new organizations were created in Marfa. The significant change of Marfa started when the organizations base their headquarters and work in Marfa. Another important thing for the success is that there was a main theme streaming in the art and landscape in Marfa, based on Judd's ideas. This binds a variety of art, music, performance works into one living open art museum, Marfa.

Historic buildings alone cannot accomplish the city's revitalization. It can be successful when creative individual leadership and community organizations work in the city, taking the full advantage of the resources. My recommendation for Brownwood revitalization is to find some individuals and who can use historic buildings with their creative ideas by providing incentives. But this might have some side-effects like the skyrocketing housing price in the case of Marfa. I think the best way is to build up Brownwood community-based organizations comprised of people with creativity, knowledge and experiences on how to use historic resources.

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Judd Foundation (<http://www.juddfoundation.org/>)

## **Brownwood, Texas: Organizing the city's African American Neighborhoods**

*Ethan Brisby*

### *Introduction*

When analyzing the current population trends of Brownwood, Texas a few symptoms stick out as areas for concern. There is what appears to be an undereducated population and low representation of African Americans compared to state and national trends. According to the 2005-2009 Census Community Survey data, only one out of five Brownwood residents has at least an Associates degree. Moreover, of the 25,458 Brownwood citizens, only 1,392 are African American or about 5% compared to 12% both nationally and in the state of Texas.

In this paper I will attempt to address ways and means to increase educational attainment in Brownwood by utilizing existing resources. I will discuss methods that can be used to assemble members of the African American community in an effort to enhance their presence and overall value in the city of Brownwood. Finally, I will discuss an economic approach to graduating some people out of poverty. Each of these approaches will focus specifically on the poor and the minority population of Brownwood. For it is widely noted that proportionately those most impacted by under education, lack of social and political power, and low economic prowess historically are African Americans.

### *The Educational Approach*

The first approach for improving African American communities in Brownwood, Texas is the educational approach. To facilitate both formal and informal partnerships between the school district, non-profits, and for profits to create environments that market associate degrees, technical skills, and training certificates. According to U.S. Census data from 2005-2009, 21 percent of people living in Brownwood were in poverty. Twenty-four percent of related children under 18 were below the poverty level. For this reason the educational approach is a long term solution to some sort of inter-generational mobility among the African American population.

These partnerships may include the formation of a college preparedness service. A service that can be provided by a source not directly affiliated with the school district or local colleges, but instead led by a local community activist. Services may include assistance in the areas of completing college applications, essay writing, locating summer jobs, scholarship searches, internships outside of Brownwood, FAFSA assistance, resume writing, recommendations, interview skills, choosing a major, five year plans, and other means of personal development.

In some instances, ghetto dwellers need just exposure and the ability to set goals outside of their neighborhoods. Furthermore, college experience provides a platform to develop self. Dr. Robert Franklin, President of Morehouse College, an all-male private school for African American males and author of *Crisis in the Village* explain it this way, "There is nothing quite like the joy, excitement, anxiety, self-doubt, and lure of a college campus with its many opportunities, accomplished faculty, staff, and senior students, and the expectation that you are an adult who is in charge of your educational destiny" (188).

Similarly, those students that have it in them to succeed will use this push to excel beyond measure. This is true based on my personal life story and nearly ten years of experience working with youth and young adults alike. Moreover, the aforementioned services can be made available to all high school students and young adults under the age of 30. Following these services the partnerships may also include a clause that would offer free education for up to 10 first generation college

students from a specific income class and ethnicity in exchange for working in the city's public sector for an allotted time period post-graduation.

Again, we are focusing on Associates degrees, technical training, and certificate programs. These check-points may be perceived as a more reachable goal as compared to any four year degree. I also suggest the city set a target for number of students to be enrolled in these services at three year intervals. The targets may be a 25% increase of the number of African Americans having these skills in three years. Then a 50% increase after 6-10 years.

### *The Empowerment Approach*

The second approach for improving African American communities in Brownwood, Texas is the empowerment approach. To create neighborhood associations and structure political climates that give minorities more of a voice in the public decision making process. In this approach, the City of Brownwood would utilize public spaces and churches in minority and poor neighborhoods for informal social gathers, think tanks, and socioeconomic training. The creation of neighborhood disparities is described in the book, Cities, Change, and Conflict, authored by Nancy Kleniewski, a professor at Bridgewater State College as a manmade creation. She states that the distribution of social classes throughout the city is not random or natural; it is created and maintained by economic and political actors making decisions (Kleniewski 236).

In the African American community, the church is widely known as a safe haven. During the Civil Rights era it was considered as the backbone of the Black community. You can be assured that on Sunday morning a large population of the African American community both young and old will assemble at local Baptist and Methodist churches for a celebratory style of worship and thanksgiving. With this in mind, it is important to utilize this as a resource for disseminating information about the city's efforts to shift some of the political power and decision making to the people of the community where there will be direct impact and change. As an illustration, over the years and regardless of ethnic groups happened to be living in poor neighborhoods, researchers' finding have been remarkably consistent. One of those consistencies is the low level of control that poor people have over their own turf (Kleniewski 225).

According to the City of Brownwood's website there is one African American on the City Council. Using basic logic, I deduce that he represents an area that is dominated by African Americans. For this reason, I suggest the Councilman use his political power to host weekly forums in the neighborhood for information gathering purposes. No one knows more than the people what the people want. However, It may take more than just a politician to arouse the people, and in this way I suggest this approach include a young energetic soul, possibly someone who is educated beyond high school to lead in a way that forms bonds of trust that do not involve any outside forces such as local government.

The city of Brownwood has ample park space. These parks are prime locations to host a series of forums which teach people what they need to solve their own problems. Training may include laying out the guidelines the City has in place to form a neighborhood association, specific websites to locate employment opportunities, and to highlight the pull factors which make Brownwood a great place to live. In short, the poor community is known for utilizing informal means of social capital, which is why a simple approach to building socioeconomic and political bridges may be better accepted than the proverbial "suit and tie" methodology.



### *The Economic Approach*

The third approach to improving African American communities in Brownwood, Texas is the economic approach. To push for the creation of small businesses owned and operated by African Americans. There is a great illustration of how this approach works in the book, Economic Development: Strategies for State and Local Practice by Steven Koven and Thomas Lyons.

The ideas I wish to extract from this economic development guide is based in the formation of a business incubator. Kovens and Lyons describes traditional business incubators as buildings that house several new businesses under one roof, an arrangement that takes advantage of economies of scale and other collaborations to assist firms through their start-up periods. He goes on to add that a typical incubators provide their clients flexible space and affordable rents, shared business services, business development training and coaching, financial assistance, and the opportunity to network with peers. (Koven104)

This approach will allow the city to use its existing human capital while mining the ideas and business ingenuity of its minority population. Continuing the discussion about incubators as they relate to economic development; most incubators provide a set of relatively standard shared services, which include reception and telephone answering; access to a copy machine, a fax machine, a kitchen area; facilities for conferences and meetings; security; janitorial services, and parking. (Koven105)

This approach combines education and empowerment as it also allows the city or a private entity to host seminars and workshops for those businesses housed in an incubator. Bookkeeping, marketing, strategy, legal considerations, and human resources management are all areas of emphasis that may be covered in these workshops and seminars. This approach is effective in such that it gives citizens the ability to truly take control of their destiny in our market driven society. Contrarily, controlling one's destiny is not always available when the emphasis is job creation. In today's global economy business growth has no borders. In the long term, as these local businesses are piloted toward growth within the incubator system it creates the possibility of an export economy, and a trickle down effect of local job creation.

### *Conclusion*

In short, Brownwood, Texas must deal with disillusioned realities it may have from its past history if the city truly wishes to uplift its entire populations. The truth is that the 21<sup>st</sup> century is here. Appropriate technologies must be identified, developed, and utilized for all demographics. Baby Boomers are retiring and there is a new ring of leadership that is being ushered to the forefront. With this in mind, the city must work hard at creating more first generation college students. Even if those students are not chasing four year degrees but instead seeking Associates degrees, technical skills, and training certificates from the local colleges.

Many times lower-class populations start their upward mobility when they receive acknowledgement and adoration from local officials and business interest alike. This is an inherent result of the empowerment approach. Finally, before the city tries to create more service based wage jobs, it should strongly consider mining the creativity and business ingenuity of its African American population. The impact will surely mobilize the entire socioeconomic make up of the city.

There are common denominators for all American citizens regardless of race or economic status, and when those common denominators are realized it makes it easier for humans to interact with one another. Therefore by making the African American and poor communities of Brownwood a

priority Brownwood can be the poster child for social inclusion, inter generational mobility, and an aggressive attack on poverty and resource discrimination.  
God bless Brownwood, Texas. God Bless America.

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### **Reusing Hotel Brownwood**

*Lindsey Key*

Hotel Brownwood has gone through many changes since its opening in November 1930. In its prime, this structure was successful in providing families of soldiers stationed at Camp Bowie a place to stay during visits (Brown County Museum of History, 2011). The hotel began to decline as a result of Camp Bowie closing in 1946. In an effort to reuse the building, Howard Payne University converted the hotel into dorms to house a portion of their students (Brown County Museum of History, 2011). Hotel Brownwood has since closed, and currently sits vacant in the city's downtown district. The city has struggled with attracting new development and has seen very little growth in population over the last couple decades. After a marginally successful attempt at revitalizing the Main Street corridor, Brownwood is in desperate need of additional revitalization projects to increase the city's economic vitality and to encourage population growth in the years to come. Efforts to restore and reuse Hotel Brownwood provide a great opportunity for the city to capitalize on one of its historic landmarks while attracting investment into the city's downtown area. This paper will focus on two cities-Akron, Ohio and the Chelsea neighborhood of Manhattan- that have reused historic buildings to rehabilitate neglected neighborhoods in an attempt to offer suggestions to guide Brownwood's efforts to reuse Hotel Brownwood and spur growth in their downtown.



Figure 4: Hotel Brownwood

#### *Akron, Ohio: Landmark Building Reuse*

The city of Akron has a population of about 200,000 (U.S. Census, 2000) and a land area of 62 square miles. Akron is a much more urban city than Brownwood, but the historic landmark building

to be examined is on a similar scale to Hotel Brownwood, making this case an acceptable example for Brownwood city officials to use. Akron has recently decided to rehabilitate seven historic buildings located in the downtown, an area plagued by high unemployment and poverty rates, to develop a mixed-use district featuring restaurants, entertainment, and market rate rental apartments and lofts (City of Akron, Ohio, 2009). This project will be completed in two phases, the first will address the adaptive reuse of six Main Street buildings, and the second will focus on the Landmark building, built in 1923, which was registered in the National Register of Historic Places in 2008 (City of Akron Ohio, 2009). Until recently, the Landmark building was owned by the city, but was sold to Landmark as the city was in need of cash.

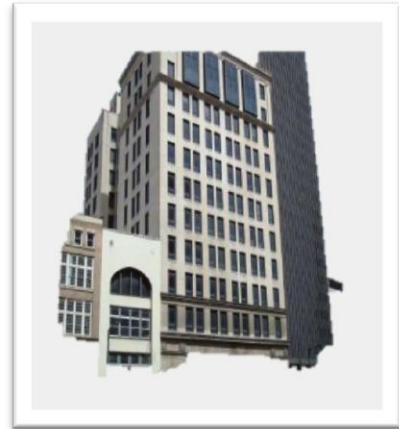


Figure 5: Landmark Building

Like Hotel Brownwood, the Landmark is presently unoccupied and in need of extensive repair. The cost of the entire 2 phase project is estimated to be \$20 million, roughly \$10 million to be spent on each phase. The \$20 million cost will be funded by private investors, but to make the project more attractive, and entice potential developers, the city has offered a partnership where they agree to invest \$5 million in public improvements in the surrounding area (City of Akron Ohio, 2009). To date, the city has made investments that have gone towards increasing storm water capacity, creating a public open space, pedestrian enhancements, and several other improvements. There are few issues that have arisen in Phase I of the project, but the Landmark building restoration has proven slightly more difficult.

One of the main problems encountered during development of the adaptive reuse plan, was the finding of asbestos in the Landmark Building. Before proceeding with the plan, the city had to take measures to remove the asbestos and make the building safe. To fund this project, Akron was able to secure \$1.9 million in grants from the Clean Ohio Revitalization Fund (City of Akron Ohio, 2009). The city was also able to obtain \$97,500 “to conduct remediation on the [Landmark] building from the American Recovery & Reinvestment Act Funds for brownfield redevelopment” (City of Akron, 2010).

While this program is still in progress, the city has made projections for the economic and community benefits expected. Economically, this project will have a significant impact on the neighborhood. The construction alone will create many low to moderate wage jobs and the new businesses that move in will add more. The Landmark project is also expected to “add over \$135,000 in new property taxes and about \$30,000 in new income taxes annually” to the city (City of Akron, 2009). Increased property and income taxes will be helpful in revitalizing this neglected neighborhood, but may also have implications for those currently living in the area. This will be an issue both Akron and Brownwood would need to address before proceeding with the project. If successful, these projects may also increase investment in other areas of the city and enhance the quality of life for all residents.

The Landmark Building case proves to be relevant to Brownwood's historic landmark reuse efforts because both buildings are similar in size and age. Also, both downtown Brownwood and downtown Akron share similarities in their current economic vitality, both downtowns have not been thriving. Additionally, with the revitalization efforts present in both cities, Brownwood can expect similar outcomes as seen in Akron. The only concern to note when comparing the two cases is that Akron has a significantly larger population that this area can target for potential customers, whereas Brownwood does not. However, since downtown Akron has experienced such high rates of poverty and unemployment, and is in dire need of revitalization, the case is applicable to Brownwood.

Figure 6: Renderings of proposed improvements made by the city of Akron



Source: (City of Akron, 2009)

#### *Manhattan, New York: Chelsea Market*

The Chelsea Market, while not technically a historic landmark, offers a great example of how to apply adaptive reuse to a building and neighborhood that needs to be revitalized. The building that is currently home to the Chelsea Market was once the Nabisco Cracker factory. After Nabisco left the location in 1940, the building became a haven for prostitutes and criminal activity (New York Architecture, 2011). In fact, the whole Chelsea neighborhood was failing. In the mid 90s, developer Irwin Cohen purchased the old factory (\$24 million) with plans to create a mixed use development housing with restaurants, retail stores, and local shops on the first floor and upper floors dedicated to office space. At the time, "the market was a desolate, windy stretch, with little pedestrian traffic and absolutely no cachet" (New York Architecture, 2011). To achieve the goal of reviving this building, creating a mixed use district, Cohen used a syndicated loan, which is a loan "provided by a group of lenders and is structured, arranged and administered by one or several commercial banks or investment banks known as arrangers" (Wikipedia, 2011). While the city didn't have an active role in the funding of this project, they were instrumental in the success of the Chelsea Market. Cohen attributes some of the success of the market to the city administration as they were/are business oriented, focused on projects that can spur business elsewhere, looking for creative ways to help the entire city rather than pleasing individual businesses. The attitude of the city allowed for creative projects (the recently completed High Line project<sup>12</sup>) that attracted people to the Chelsea

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<sup>12</sup> New York's High Line Park is an old elevated rail line that has been converted into a park that runs through the Chelsea Market.



Market and neighborhood. In the years since the Chelsea Market opened, the neighborhood has become an upscale, culturally and economically diverse area, successfully revitalized. The Market itself has increased in value from Cohen's purchase price of less than \$10 million to the current value of \$800 million. Since the opening of Chelsea Market, the city of New York has created the West Chelsea Zoning Proposal to create the Special West Chelsea district. This special district "rezoned the area from light manufacturing and commercial uses to allow for residential development" (New York Department of City Planning, 2005). By doing this, the city was again instrumental in attracting people to the area, and encouraged a greater mix of uses.

There are several reasons why this project was successful. Cohen employed many of the same tactics seen in Boston's Faneuil Hall and Seattle's Pike Place Market. He encouraged tenants of the building to have close working relationships with vendors. Also, the stores in the market are unique to the area and have interesting design elements. Another aspect of this project that proved to be successful was the fact that Cohen allowed "businesses to combine their manufacturing and retail assets under one roof" (Wikipedia, 2011b). This allowed businesses to save money by not having to rent two separate spaces, making them more efficient and attracted additional businesses to the building.

*Figure 7: Chelsea Market (outside and inside)*



Sources: (Klayko, 2011) ; (Nelson, 2011)

Even though the Chelsea Market in New York is on a larger scale than the Brownwood Hotel, this model can be successfully adapted to the appropriate scale. Brownwood Hotel's location in the middle of the downtown district is a prime location for commercial and retail development. If the bottom floor of the hotels can be converted into shops and the top into office space, while maintaining the character and integrity of the historic building, this development has great potential for success. There is also potential for expanding growth and attracting larger companies to Brownwood. If companies see new, creative development being done, they are likely to want to be a part of the action while they are still able to get acquire cheap land. Brownwood has a large amount of vacant land which presents an ideal situation for developers. To achieve this, an investor willing to take a chance is needed as well as the city playing its role in attracting new, creative development downtown. It is imperative that the city play an active role in the renovation/reuse of its historic buildings, as this can make the difference in the future economic success.

## *Conclusion*



The past several decades have proven to be difficult for the City of Brownwood both in terms of population and economic growth. With so many unique, historic landmarks in the city, and properly planned and implemented revitalization efforts, Brownwood could easily become a destination city for a diverse group of people. The case studies provided should help Brownwood develop a plan to reuse the historic Hotel Brownwood tailored to the city's specific needs.

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## **The Brownwood Hotel: Where Can It Go?**

### **Case Study of McKinney Performing Arts Center and the Joule Hotel**

*Samantha Gleinser*

Brownwood, Texas' historic Brownwood Hotel has fallen victim to abandonment and disrepair like many historic buildings across the country. Originally the hotel was designed and built in the 1930s to meet the needs of travelers after the deterioration of the existing hotels, the Graham and Southern Hotels. The twelve-story building was completed in less than a year, and boomed in popularity. By 1969 the hotel was no longer serving the needs of visitors, so it was converted into a dormitory for men. After some time, however, the hotel could not serve this function either and is now sitting vacant.

Historic restorations are popular all over the world, with civic, religious, commercial, and even residential buildings. Hotels are no exception. Often they are restored to their former glory, but at times original functions are cast by the way side and the existing building is refitted for a new use. Two buildings in the Dallas that have experienced adaptive reuse are the McKinney Performing Arts Center (formerly the Collin County Courthouse) and the Joule Hotel (formerly the SPG/ Dallas National Bank Building). Both buildings served their original purpose until quite recently when they were closed, remodeled or restored and reopened to much success.

The Collin County Courthouse, located in McKinney, Texas, approximately 35 miles north of Dallas, was constructed in 1875 to serve as the county seat. The building was rumored to be the tallest building north of the San Antonio. The first design and construction were in a French Second Empire style, complete with a mansard roof, decorative cut stone and two towers.

In the 1920s there came a strong need for more space in the courthouse. To meet these demands the courthouse was almost entirely remodeled, with the addition of a basement and third floor, as well as removing the towers and creating a flat roof with a parapet, and covering the outside in buff-colored brick. The "new" courthouse was deemed more restrained-looking with its neoclassical style. In 1979 the courthouse was closed with the construction of the new Collin County courthouse, also in McKinney. In 1983 the original courthouse was listed on the National Register of Historic Places, but sat vacant until the renovations began in 2003.

Downtown McKinney, or the Square, had been redeveloping for some time, with small, locally owned shops and restaurants filling the area. At its center sat the historic, but unused, courthouse. As the downtown area thrived, serious discussions began among community leaders and members as to a way to reuse the memorable building. After several stages of proposals and planning, it was finally decided that the courthouse would be adapted as the new McKinney Performing Arts Center.

The preservation-based architecture firm, ARCHITEXAS, was chosen to complete the project. The plan was completed with as much respect to the original architecture and integrity of the building as was possible in 2006. Also in 2006, the \$9.5 million renovation was awarded the Byrne 2006 National Excellence in Construction Merit Award – Historical Renovation \$2-10 Million. In the years that have passed, though much loved and supported by the community, the MPAC has become a financial drain on the community. The operational costs are about half a million dollars, and some officials feel that something must be done. Many citizens stepped forward, however, to say that they did not want to change the performing arts center. It has become a youth and civic center much like other communities use designated community centers. So despite its high costs, residents of McKinney are willing to stand up and support the center.

The success of the adaptive reuse of the courthouse can be traced to two factors. First, the city was successfully redeveloping its downtown area, slowly and with local contributors. With the courthouse exactly in the middle of the Square, it was only a matter of time before the building was restored. Secondly, the project was funded in part by the City of McKinney and its Community Development department. Volunteers and city leaders were key in stirring up interest in the project, and thus it was a community-wide initiative. Without this city support the success of the redevelopment might not have worked. It was also this community effort to decide what use to put the building to that helped it succeed.

The Dallas National Bank Building was constructed in 1927 in downtown Dallas as a gothic revival high-rise building, and was later re-named the SPG Building. Within less than twenty-five years, though, the building's façade and interior decoration were worn down and destroyed. The sixteen-story building sat vacant until the early 2000s when renovation plans were introduced, once again by the firm ARCHITEXAS.

The Bank building was repurposed as a boutique hotel, recapturing the 1920s neo-gothic style. Using originally drawings the firm restored the exterior as faithfully as possible, including the archway at the main entrance and bronze doors, while the interior was retrofitted to blend the original design with a modern touch and a ten-story building next door was acquired and added. The Joule Hotel opened in 2009.

The Joule Hotel restoration is located in downtown Dallas, and markets itself as being in the center of excitement. Its ability to market itself as being near the Neiman Marcus flagship store, the arts district, Uptown, and more allowed the Joule to succeed in a high-profile market. Its boutique-style aura, location, and high-profile marketing were several keys to the success of the hotel.

Though Brownwood lacks several factors that led to the success of both the McKinney Performing Arts Center and the Joule Hotel, there are some key points that the city can take away from this. First, it is necessary to get the city involved in the restoration. Adaptive reuse is only successful if its new use is one that can service the existing population. By understanding what the community needs or wants in town, the likelihood of success greatly increases.

Secondly, whether or not reuse is chosen, there has to be a draw to the site. As a hotel, there has to be visitors to stay in the area, or some attraction to draw them to the city. Brownwood currently seems to be lacking such economic development, and as such, it may be necessary to first attack that issue before trying to redevelop the hotel. With a building of such size as a hotel, either maintaining the current use or creating a civic center might be best. A civic center would be able to serve current needs of the citizens and thus lessen the chances that the restoration will fail. While some hotels choose to redevelop into condominiums or apartments, based on the economic base and income level of the city, developing luxury living is not the best option.

Overall, Brownwood needs to look first at where it can redevelop economically, then focus on what the city would like to see as a reuse for the Brownwood Hotel. After this, hopefully, the city can successfully redevelop the downtown area beginning with the hotel. It must, however, look into the future and understand what costs may arise down the road. Like McKinney, residents and officials alike will have to determine whether they are willing to carry the burden of restoration and operating costs in the future.

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### Case Study: R.K.O. St. Louis Theatre/Powell Symphony Hall

*Kent Milson*

The R.K.O. St. Louis Theatre is an historic landmark in St. Louis, Missouri which has gone under restoration and renovation since its creation in the 1920s. Currently it is known as Powell Symphony Hall, named after one of its benefactors <sup>1</sup>, and is the home of the St Louis Symphony Orchestra. This place became a city landmark in 1976 <sup>2</sup> and was published on the National Register of Historic Places in 2001 <sup>3</sup>. The preservation of this structure and modification of its use has spurred similar restoration projects around the country. There are many lessons which can be taken from this project to help guide future development or restoration projects for the city of Brownwood, Texas.

#### History

Originally modeled after the opera house of Versailles, the R.K.O. St. Louis Theatre was constructed in 1925 through designs by C.W. and George Rapp<sup>4</sup>. This theater was part of a much larger theater district in St. Louis known as Midtown. Included in this district



Source: [http://stlc.in.missouri.org/history/displayimage.cfm?Image\\_ID=93](http://stlc.in.missouri.org/history/displayimage.cfm?Image_ID=93)

were the Grand Boulevard, Grand Central, the Empress, the Missouri, the Liberty, the St. Louis, and the Fox theatres, which, combined with restaurants, night clubs, and dance ballrooms made up what came to be known as the “bright white way” <sup>4</sup>.

Most of these theatres have since been demolished or razed, but the R.K.O. St. Louis Theatre still survives after undergoing some renovations. This theater, like many of its neighboring facilities, originally was a venue for vaudeville, but was eventually dropped as motion pictures became more popular <sup>4</sup>. Competition with television and other social interests then began to make theaters such as this one less popular and unprofitable to manage and maintain. This was one reason why many of these early theaters were demolished to make room for other land uses.

### *Restoration*

The R.K.O. St. Louis Theatre was saved in the 1960s by the Symphony Society, thanks to its superior acoustics and became home to the St. Louis Symphony Orchestra <sup>1</sup>. Restoration began in 1967 and the first symphony performance occurred the next year. The theater then changed names and became known as the Powell Symphony Hall, named for the husband of a primary benefactor to the restoration project <sup>1</sup>. Included in these renovations were a reduction in the number of seats, from 4,100 down to 2,700, and a restoration of its auditorium space <sup>5</sup>.

The Symphony Society hired Clark Graves to serve as interior designer for the project, and under his leadership many of the baroque details were kept while a number of alterations were made to the other aesthetics of the building <sup>1</sup>. These renovations include replacing the worn flooring with marble, rehangng chandeliers, installing new carpet, painting the walls and ceilings, gilding the plaster decorations with gold leaf, recovering the auditorium floor, lowering the stage, and sound proofing the doors and walls <sup>1</sup>.

The theater underwent another restoration in 1995 to further restore and enhance its beauty. It has been estimated that the Symphony Society has saved well over \$10 million by adapting and reusing the structure instead of building a new one <sup>1</sup>. Today, the Powell Symphony Hall, along with the nearby Fox and Sheldon Memorial Hall, serves as the centerpiece of the thriving performing arts district in St. Louis <sup>5</sup>.

This conversion has caused many other cities in the United States to reconsider their theaters. Most notably, the Pantages Movie Theatre in Pittsburgh and the Paramount Theatre in Oakland have been converted into symphony halls following the Powell’s successful precedent <sup>1</sup>. This project has proven viable in other locations and has revived the entertainment district of its past.



### **Graham Hotel: Brownwood, Texas**



<http://www.browncountyhistory.org/tourbrwn.html>

### **Powell Symphony Hall: St. Louis, Missouri**



<http://stlouis.missouri.org/neighborhoods/history/>

#### *Applications to Brownwood*

This is an excellent example of a landmark conservation project which has proven beneficial both to the historic preservation of a city and to be an economic success. As can be seen in the images above, the structures appear to be similar in size, but the Powell may be slightly larger, as no exact dimensions were given for either structure. This project serves as a good plan to follow for any redevelopment or restoration projects for the Graham Hotel, but modifications need to be made to allow the plan to be viable and acceptable in a small, Texas town.

There are a number of concepts which we can take from this example. The first is that when preserving or renovating a landmark or historic building, it does not need to maintain its traditional use. The Powell has shown that changing the land use is often necessary to stay a viable and contributing asset to the community. What often happens in these projects, the historic structure and use are maintained, but today's society has little to no need for this outdated use. A corollary to this concept is to use historic buildings for economic gain. Many historic buildings or sites that are restored or renovated only serve as museums or parts of a historic district. These establishments must be supported through endowments, collaborative community organizations, or through the tax payer's dollar. Utilizing these spaces to create their own income alleviates the burden on its supporting entity, and also contributes to the community's tax base.

Building on the example set forth by the Powell, reusing existing structures is one way to save money for a developer or someone who wants to utilize the space. Infill development can be cheaper than new construction, but this relies on the intensity of the incoming use, the state of the structure, and how easily it is to convert between the traditional and proposed use. Another idea is to promote the revitalization of the area around the project and not to be focused just on the one structure. The Powell Symphony Hall is able to capitalize on the surrounding performing arts neighborhood and the two support one another. This revitalizes a neighborhood rather than a single location and gets more people involved in promoting and protecting this area by building and reinforcing a sense of community in its residents and users.

One final application we can draw from the Powell Symphony Hall builds upon all these others. The restoration of a historic property with a viable modern use defines the place and creates actual, usable landmarks that people can experience. It is not a static museum or ornament of the city, but brings life and movement which leave lasting impressions on those people that visit and experience what the building has to offer. This brings interest and money into the area and creates a destination where not only residents but tourists want to come and visit.

I am not advocating that Brownwood redevelop its historic Graham Hotel into a symphony hall. The purpose of this case study is to present the idea that historic sites can be restored and reused as a contributable asset to the community. How, or even if, the building is changed and utilized is a conversation that needs some serious thought and reflection for its stakeholders. The Powell Symphony Hall model is one that has proven to work in many other cities in the United States, and can serve as a starting point or inspiration for historic renovation projects in Brownwood.

### *Works Cited*

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## **Design Guidelines for Xeriscaping a Small Park**

*Samantha Giordano*

What is xeriscaping? The common connotation associated with xeriscaping is zero water landscapes full of rock and cacti. This isn't the case at all. Xeriscapes can be very attractive and following the principles of xeriscape will result in an attractive water efficient landscape. There are seven basic principles associated with water savings that can and should be used when installing a xeriscape landscape. They are:

- Planning and design
- Practical turf areas
- Soil analysis
- Appropriate plant selection
- Efficient irrigation
- Use of mulches
- Appropriate maintenance practices

### *Xeriscape Guidelines*

Planning and design- Is the necessary first step. Detailed inventory of existing structures and plant materials allows the designer to accurately determine the water budget of the site.

Practical turf areas- turf grasses are some of the highest water use plant materials in the landscape. Reducing the amount of turf areas drastically increases the water savings on a site. Avoid irregularly shaped turf areas, they are impractical, difficult to maintain and can have hard time surviving excess compaction from overuse. Maintaining turf areas at proper mowing heights reduces the growth rate of turf grasses which reduces the amount of irrigation and fertilizer needed.

Soil analysis- Will determine soil quality and identify which necessary amendments need to be added to improve water holding and water retention.

Appropriate plant materials- are one of the most important components in water savings. Plants that are accurately sited to the eco-region and environment require both less food and less water. Native plant materials from appropriate sources are adapted to the environmental restrictions are typically extremely drought tolerant and require less fertile soils than other species. There are a number of exotic plant materials suitable to the environment and xeriscape landscapes.

Efficient irrigation- through properly designed and calibrated irrigation systems you instantly increase water savings. Drip irrigation systems apply water directly at the base of the plants and reduces the amount of water lost to the atmosphere and drift. Selecting the correct spray heads and nozzles reduces the amount of water lost to wind places that shouldn't be irrigated such as streets, tennis courts and sand areas. Efficient irrigation systems can reduce water requirements between 30 and 50%.

Use of mulches- the proper application has several benefits. When mulch is applied to a depth of 2-3 inches it behaves as a weed suppressant, as well as moderates soil temperature and prevents loss of water through evaporation and reduces the amount of water lost through evapo-transpiration, and increases the infiltration rates of water applied through irrigation and rainfall.

Appropriate maintenance practices- not only increase the aesthetic quality of the site but it leads to water savings as well. Proper maintenance such as weeding, fertilizing appropriately, pruning, efficient irrigation systems and pest control all increase water savings. Plant materials that don't have to compete with each other for food and water and aren't being encouraged to grow when they shouldn't reduces the strain on them and the environment leading to water savings.

### *Suggested Plant Species*

#### Trees:

##### Large

- Quercusmuhlenbergii Chinkapin Oak
- Gleditsiatriacanthos Honey Locust
- Quercusvirginiana Live Oak
- Quercusshumardii Shumard Oak
- Quercustexana Texas Red Oak
- Ilex vomitoria Yaupon

##### Small

- Pyruscalleryana 'Aristocrat' Aristocrat Pear
- Pyruscalleryana 'Bradford' Bradford Pear
- Malus spp. Crabapples
- Chilopsislinearis Desert Willow
- Pinuseldarica Eldarica Pine
- Prosopisgrandulosa Honey Mesquite
- Pyrus Mexicana Mexican Plum
- Sophoraaffinis Eve's Necklace
- Ilex deciduas Possumhaw
- Koelreuteriapaniculata Golden Raintree
- Cerciscandensis var. texensis Texas Redbud

## Shrubs:

### Small

- |                                      |                      |
|--------------------------------------|----------------------|
| • <i>Pittosporum tobira</i> wheeleri | Dwarf Pittosporum    |
| • <i>Rosmarinus officinalis</i>      | Rosemary             |
| • <i>Berberis thunbergii</i>         | Barberry             |
| • <i>Rosa chinensis</i>              | China rose           |
| • <i>Sabal minor</i>                 | Dwarf Palmetto       |
| • <i>Cotoneaster glaucophylla</i>    | Grayleaf Cotoneaster |
| • <i>Juniperus</i> spp.              | Juniper              |
| • <i>Rosa odorata</i>                | Tea rose             |

### Medium

- |                                |                    |
|--------------------------------|--------------------|
| • <i>Mahonia trifoliata</i>    | Agarita            |
| • <i>Lecucophyllum</i> spp.    | Central Texas Sage |
| • <i>Forsythia spectabilis</i> | Forsythia          |
| • <i>Abelia grandiflora</i>    | Glossy Abelia      |
| • <i>Pittosporum tobira</i>    | Green Pittosporum  |
| • <i>Juniperus</i> spp.        | Juniper            |
| • <i>Punica granatum</i>       | Pomegranate        |

### Large

- |                                |                       |
|--------------------------------|-----------------------|
| • <i>Cupressus arizonica</i>   | Arizona Cypress       |
| • <i>Washingtonia filifera</i> | California Fan Palm   |
| • <i>Prunus caroliniana</i>    | Cherry Laurel         |
| • <i>Photinia serrulata</i>    | Chinese Photinia      |
| • <i>Nerium oleander</i>       | Oleander              |
| • <i>Sophora secundiflora</i>  | Texas Mountain Laurel |
| • <i>Sabal texana</i>          | Texas Palmetto        |
| • <i>Diospyros texana</i>      | Texas persimmon       |
| • <i>Trachycarpus fortunei</i> | Windmill Palm         |

## Grasses:

### Turf

- |                                  |                     |
|----------------------------------|---------------------|
| • <i>Buchloedactyloides</i>      | Buffalograss        |
| • <i>Stenotaphrum secundatum</i> | St. Augustine grass |

### Ornamental

- |                                   |             |
|-----------------------------------|-------------|
| • <i>Muhlenbergia lindheimeri</i> | Muhly Grass |
|-----------------------------------|-------------|

#### Vines:

- *Gelsemium sempervirens* Carolina Jessamine
- *Trachelospermum jasminoides* Confederate Jasmine
- *Antigonon leptopus* Coralvine
- *Ficus pumila* Fig Ivy
- *Rosa banksia* Lady Banksia
- *Rosa x bracteata* Mermaid Rose
- *Rosa x fortuniana* Rosa x fortuniana
- *Polygonum auertii* Silverlace Vince

#### Groundcovers:

- *Trachelospermum asiaticum* Asian jasmine
- *Trachelospermum jasminoides* Confederate Jasmine
- *Santolinia* spp. Santolinia
- *Juniperus* spp. Trailing Juniper

#### *Design Guidelines*

- Small parks are less than one block or less than 5-6 acres
- Should have shared common areas serving multiple purposes
- Due to size space is limited, consider multiple uses and don't site too many activities
- Shade trees should be planted to provide shade and cover for users and habitat for animals
- In residential neighborhoods if the property abuts another home a vegetative buffer should be installed to extend the ecological edge effect and to make the transition into parkland more subtle.
- Planting should not block street access to the park and visibility should be maintained for safety purposes
- When designing seating areas consider both singular seating and groupings for social events
- Path and trail system within the park to facilitate movement in and around the site
- Before revitalizing a park, hold public meetings to get their opinion on what needs to change and what they would like to see. Public involvement increases support and usage.

### **Brownwood, Texas: Streetscape Implications and Design**

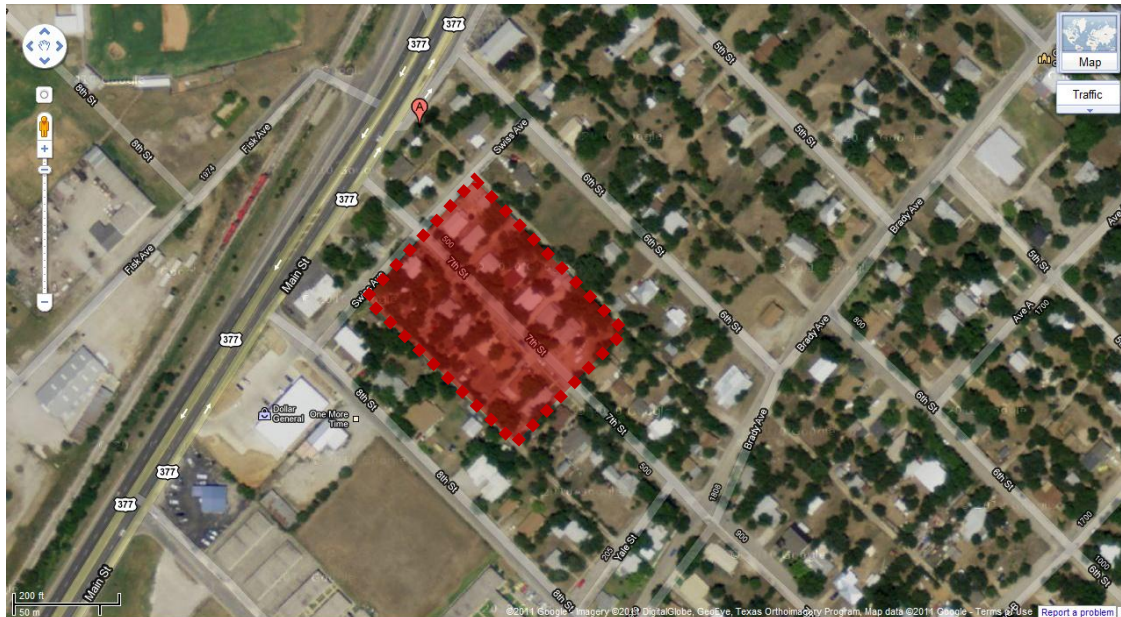
*Kenon Boehm*

As we all have seen, the streets in Brownwood are in a state of disrepair. This may be one factor that has led to the overwhelmingly poor response in consideration to the paying of property taxes. A major element in a person's overall wellbeing is their community. The only things that rank higher are work, family, and money. With this being such a huge element, why not create a design that provokes a strong sense of community through the implementation of a new walkable streetscape.

*The following images and guidelines are to help in the implementation of an actual plan for a new streetscape within the majority of Brownwood communities.*



## The Site



The above site was chosen from the 500 block on 7<sup>th</sup> Street. This area is also identified as the 14 block within the Plan-629 class survey information.

From this point I took the above image and imported it into sketchup. At this point I attempted to place bungalow houses within the existing house foundations. The current foundations, setbacks, and tree canopies were placed onto this area. From here I amended the streetscaping. The guidelines for these amendments are as follows:

### *Roadwidth*

- Make use of existing Right of Way
- Keep width of vehicular area to a minimum
  - 9'-11'

### *Vegetative Buffers*

- Typically 5', but 3' is acceptable on our lower speed streets
- Should have deciduous street trees that can tolerate the following conditions
  - Pollution
  - Limited root zones
  - High amount of reflected heat

### *Sidewalks*

- Average width of 3-5', should attempt for the wider
- Provide connection at houses
- Keep a continuous network

The above recommendations will do many things. The road width is going to slow down the traffic and remove on street parking. This will clean up the area as well as make it much safer. The

vegetative buffers are going to provide a nice break from the street traffic and should help to provide some shade in the harsh summer months. This will further encourage the walkability of the site, especially in conjunction with our sidewalks. The above recommends a minimum width of 3'. This should be considered the absolute minimum as it is hard for two people to pass on this narrow of a walkway. The overall network is critical to the use of the sidewalks. If you can't get somewhere due to a missing sidewalk, you will be much less likely to walk anywhere. So the providing of safe walkways, especially at intersections, will be crucial.

Please view the following images that help to better describe the above design elements. Do keep in mind that these are relatively quick design graphics as a better design would be needed to fully create the rendering.

Figure 1





Figure 2



Figure 3



## Redevelopment Programs: A Case Study of Sebring, Florida

*Myungshik Choi*

Sebring is a city in Highlands County, Florida, United States, nicknamed "The City on the Circle", in reference to Circle Drive, the center of the Sebring Downtown Historic District. This city has a variety of downtown and community revitalization programs historically. In addition, there is an organization for redevelopment, named Community Redevelopment Agency (CRA), which is conducting almost redevelopment programs of this city.

This paper aims to make an analysis of a case of redevelopment programs of a city that is comparable to Brownwood, TX. In order to achieving this objective, the case of the City of Sebring, FL will be selected as an example of neighborhood revitalization. This paper begins with a brief overview of Sebring, followed by the investigation about how Sebring operates the programs for revitalization, and about up to date program.

### City Context

Sebring was founded in 1912. It was named after George Sebring, a pottery manufacturer from Ohio who developed the city. The village of [Sebring, Ohio](#) is also named for George E. Sebring and his family. It was chartered by the state of Florida in 1913, and was selected as the county seat of Highlands County when the county was created in 1921.

In 2007, the United States Census Bureau estimated a population of 10,780. It is the county seat of Highlands County. The size of its total area is 11.01 square miles (28.5 km<sup>2</sup>). Compared to Sebring, Brownwood is a city in and the county seat of Brown County, Texas, United States. The population was 18,813 at the 2000 census and the size of the city is 12.6 square miles (32.6 km<sup>2</sup>) totally. Therefore, the size and population of the two cities are relatively similar. In addition, the same with Brownwood, Sebring locates far from any big cities. The closest large city is Orlando, which is 90 miles distant from Sebring. Sebring has no suburb, is not growing recently, and has lots of vacant land near downtown.



Location of Sebring

## *Development/Redevelopment Programs*

### Establishment of CRA

First, Sebring has an institution for redevelopment, as I mentioned above. The Community Redevelopment Act of 1969, Chapter 163 Part III, Florida Statutes, authorizes local governments to establish community redevelopment agencies to improve slum and blighted areas within their jurisdiction. The Act sets forth the legal process by which local governments may establish community redevelopment agencies and provides financing and regulatory tools to accomplish the goal of improving selected areas.

Therefore, the City of Sebring created the Community Redevelopment Agency (CRA) in October of 1981, pursuant to Chapter 163, Part III, Florida Statutes. The agency was created to stem the tide of deterioration that had been taking place in downtown Sebring as development activity increased on US Highway 27.

### Actions for Downtown Revitalization

In 1984 the CRA successfully persuaded the City Council to sell property owned by the City on US 27, and to loan the proceeds of the sale to the CRA, at zero interest, with ten years to repay the debt. The loan, totaling \$216,398, was to be used as seed money for the program until the tax increment revenues could be received from the City and County, and would be repaid out of those revenues in ten equal payments. It should be noted that the loan was repaid to the City three years early.

In 1982 the CRA was instrumental in negotiating leases of \$1.00 per year with the Highlands Art League and Highlands Little Theatre for City owned buildings adjacent to the Sebring Civic Center. The master plan called for the creation of a Cultural Center with the Library, Civic Center, Theatre of the Performing Arts, Art League museum and classrooms, and archival depository for the Sebring Historical Society, a restored City Pier and landscaped grounds. The Sebring Noon Rotary Club took up the challenge of renovating the City Pier and developed plans for the creation of Rotary Park leading into the pier. Others involved in the initial development of the Cultural Center were the Sebring Garden Club, Kiwanis Club and Sebring High School Key Club, Sertoma Club, the Woman's Club, Junior Women's Club, Sebring JAYCEE'S, and The Sebring Historical Society.

The City of Sebring committed funds for the construction of the parking lot and the County constructed the lot and made major drainage improvements within the complex. The long term result of the project has been a Cultural Center the likes of which very few small cities could ever hope to achieve. In 1988 and in 1990 the CRA prepared two Cultural Facilities Grant requests on behalf of Highlands Little Theatre which were approved by the Department of State totaling approximately \$250,000 for additions and equipment for the Theatre. In 2002 another grant in the amount of \$158,000 was obtained from the Department of State for the construction of a rehearsal hall addition. The City has acquired the adjacent property to the south of the complex and has leased it for a dollar to the Art League for the development of an Artists Village.

In 1995 the CRA prepared an application to the Department of Environmental Protection for a grant, with a local match from the City to create a beach within the complex, which was completed and opened to the public in 1999. Since then funds were appropriated by the CRA and City to construct a playground on the site.

The CRA negotiated a similar \$1.00 a year lease in 1982 with the Sebring Bridge Club. They had purchased a building from the Catholic Church and needed a location. The CRA arranged for them



to locate the building on City property behind City Hall. They deeded the building to the City and received the lease for the facility in return.

In 1985 the CRA commenced construction on the first streetscape project. The Circle streetscape called for the removal and replacement of 1920's vintage sidewalks around the Circle and out to Wall Street (the alleyway around the outside perimeter of the Circle). During the development of the plans for the project, CRA staff and Mary Bryant the Chairman of the CRA, located over sixty of the original cast iron street light poles at the City dump. The 1920's light poles were refurbished and installed around the Circle. Also found at the dump were nine of the original twelve light poles that were installed in Circle Park in 1914. These were the first electric streetlights installed in the City of Sebring.

### Community Development Block Grants

In 1986 the CRA, on behalf of the City, the CRA made application to the Florida Department of Community Affairs for two Community Development Block Grants. One was in the Housing Rehabilitation category and the other was a Commercial Revitalization Grant.

The Housing Rehabilitation Grant was approved and subsequently the CRA was successful in obtaining additional Housing Rehabilitation grants in 1987, 1989 and 1991, totaling \$2,300,000. The Commercial Revitalization Grant for \$575,000 was also approved that year and provided the funding for Streetscape Phase II. Phase II extended the streetscaping outward from the Circle approximately two to three blocks in each direction. Additional Commercial Revitalization Grants were obtained in 1990, 1992, 1994, 1996, 1998, 2001, 2003, 2006 and 2010 to continue the streetscaping downtown, construction of additional off street parking, the placement of utility lines underground as well as landscaping. To date, the CRA has been responsible for obtaining \$5,000,000 in commercial revitalization grants with local match commitments from the City totaling \$550,000 and an additional \$500,000 from the CRA for local match and engineering expenses.

### Banking

By 1984 the CRA had established a low interest loan pool with five area banks to assist in attracting re-investment dollars into the downtown area. The loans were made available to qualified borrowers at one half a percentage point below bank lending prime, amortized for up to twenty years with a balloon at five years. Since the establishment of the loan pool program approximately \$3,000,000 in low interest loans have been processed by the lenders. As lower interest rates were made available in the market the loan pool program was gradually discontinued. The CRA has also run a very successful facade grant program. This program has been modified several times over the years, and now reimburses an approved applicant 30% of the cost of exterior facade improvements to buildings, up to a maximum grant of \$3,000. This program is paid out of tax increment revenue, which is derived from only those properties located within the boundaries of the redevelopment area downtown and not the city as a whole. The CRA has granted up to \$60,000 dollars a year in facade grants. Many of the projects were more than \$10,000 dollars in total cost. The result has been an average of approximately \$235,000 per year in improvements to downtown properties, until the recession began to negatively impact investments.

### Main Street Project

In 1986 the CRA was instrumental in obtaining a Florida Main Street designation from the Florida Department of State. That same year, efforts commenced to place the Circle area on the National

Register of Historic Places as a Historic District. Numerous other properties were also placed on the register as individual listings over the following three years. Efforts were begun in the early eighties to place the Seaboard Coast Line or AMTRAK train station on the National Register and to find a source of funds to renovate the station, which was constructed in 1924. Renovation of the station was one of the first goals established by the CRA when it was created. In 1988 the property was placed on the register but funding for the renovation wasn't obtained until 1994 through the ISTEA program through the Department of Transportation. The renovation of the building was finally completed in 1997.

### Downtown Events

The CRA has been involved with special event activities in the downtown since 1983. The Roaring Twenties Festival and Taste of the Highlands, now known as the Taste of the Race, were started by the CRA. Taste of the Race is now run by the Greater Sebring chamber of Commerce. In 1996 the CRA raised the money and organized the City's Fourth of July fireworks display.

A number of ordinance initiatives have been spearheaded by the CRA over the years. Some examples are; Minimum Maintenance, Historic Preservation, Sidewalk Café and Fair Housing. The CRA initiated a Comprehensive Plan amendment approved by the Department of Community Affairs and the Sebring City Council in 2010, to change the future land use within the CRA boundaries to Mixed Use. Currently, the CRA is working very closely with the Planning and Zoning Department Staff and Board to develop zoning language specific to the nature and unique needs of the downtown area.

The Sebring CRA was also instrumental in persuading the Highlands County Commission to construct a new and modern County Administration building on property located downtown rather than County owned property outside the city. The CRA had prepared a space needs analysis of all county staff offices and those of the constitutional officers, and presented the County Commission with a cost comparison between the different sites being considered, to show that the downtown location was not only the most cost effective, but also the most accessible. The new County administration building, located adjacent to the Highlands County Courthouse was completed in 1998.

### Vacancies Management

The CRA maintains a listing of vacancies within the CRA District and assists property owners, or their representatives, by making referrals and providing information on the various incentive programs available downtown. It also sponsors events, provides opportunities for collective advertising and marketing, established the Buy Downtown Program, "What's Up Downtown" meetings to involve the business community and property owners, developed the [downtown](#) website and the Downtown Sebring Electronic News Letter. The CRA Commissioners have implemented the Downtown Advantage Program, a business recruitment program that provides incentives through the development of partnerships between landlords, tenants and the CRA. The highest business recruitment priority is for restaurants. The CRA has established a restaurant Incentive Program to provide financial incentives to attract restaurants into the older buildings downtown. The goal is to create a cluster of restaurants with sidewalk cafes, which will in turn help to attract a variety of retail surrounding them.

## Other Grants

The CRA has also provided grant writing services for the City of Sebring and has been successful in obtaining Historic Preservation grants, Cultural Facilities grants, Florida Recreation Development Assistance Program grants, Land Conservation grants and others, to include the Economic Development Block Grant that made the drainage improvements required by the State of Florida, making the Albertson's project a reality and opened up properties North of Fairmount Drive to annexation.

Since 1988 revenues have generated by the CRA for these kinds of City Projects total \$1,394,500. Some of the projects for which the CRA has obtained finding, along with the Pier Beach project are; new baseball and softball fields at the Max Long Complex, Playgrounds at the Max Long Complex and Charlie Brown Park, Veterans Beach improvements, Cultural Facilities grants, Historic Preservation grants and ISTEA grants for bicycle paths and highway beautification.

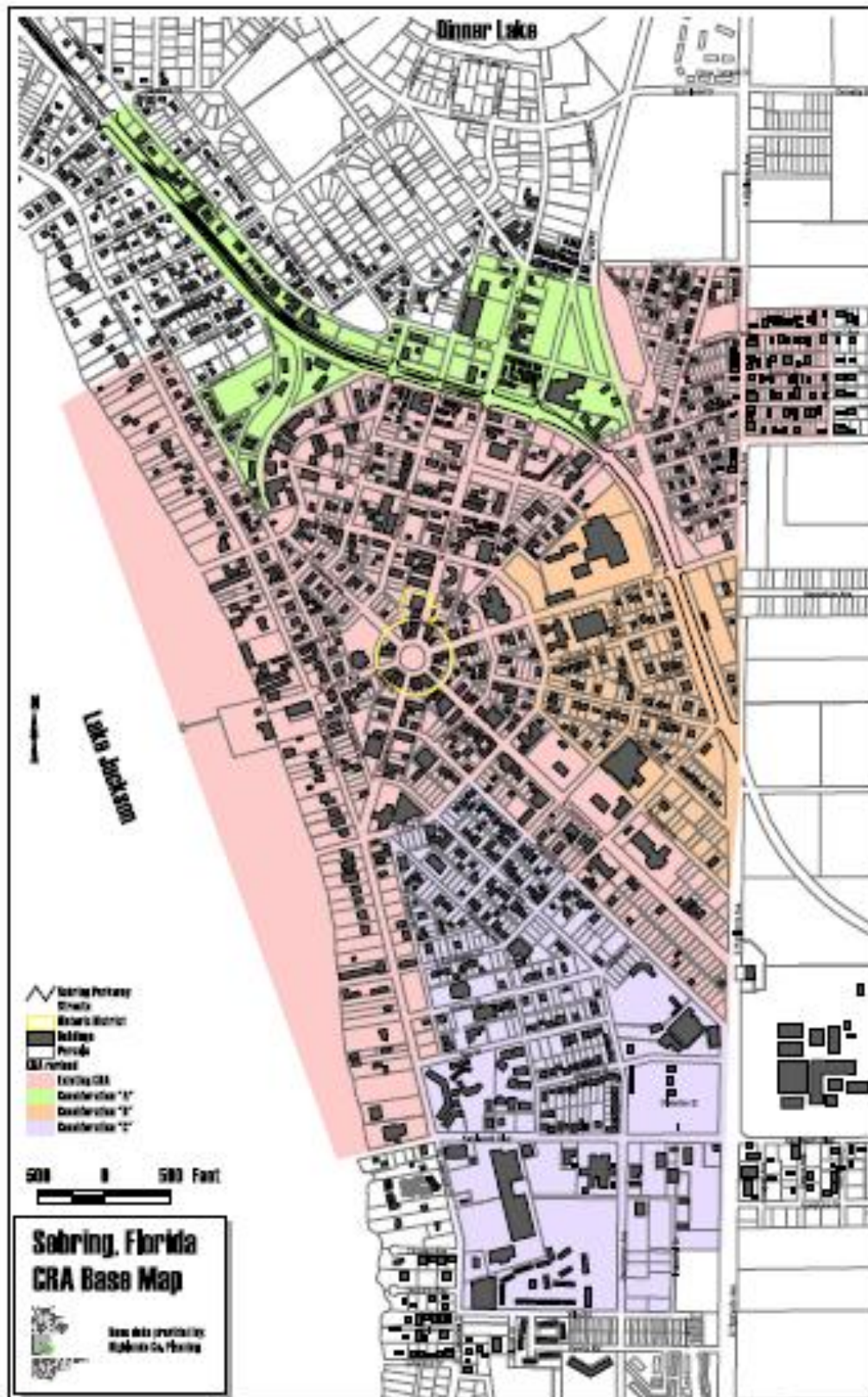
The CRA has also been involved in the development and administration of an Economic Development Category CDBG grant for the construction of a Holiday Inn Express on US HWY 27, North. Other Economic Development CDBG projects include the multi million dollar Amerikan Plastics manufacturing plant and the development of a Marriott Residence Inn. All of these projects resulted in the annexation of substantial commercial properties adding to the City tax base.

At the request of the City the CRA also coordinated the effort to obtain the Harder Hall 108 Loan in the amount of \$5, 250,000 and the \$1,000,000 Economic Development Initiative companion grant. Also at the request of the City, the CRA developed a new CRA District has been created on the thirteen acres at Harder Hall as an incentive for redevelopment of the property.

## Plan for Redevelopment

In April of 2004 the CRA submitted a Redevelopment Plan update the City Council, which not only updated the 1983 plan, but expanded the boundaries of the CRA district by nearly 50%. Working with the County Economic Development Authority, the CRA has also been successful in seeing the two CRA Districts designated as approved Florida Enterprise Zones. In 2005, the CRA submitted an Design Review ordinance to the Sebring City Council for adoption. The CRA is now responsible for the design review of all major restoration/rehabilitation projects, as well as any new construction located within the CRA district. Probably one of the most recent and visible examples of the process are the improvements made at the Town Square shopping center, where an old eyesore has been transformed into an attractive shopping area.

The current efforts of the CRA, on behalf of the City of Sebring, are intended create new opportunities for economic growth as the economy improves.



Map of the CRA District

Source: <http://www.mysebring.com/>

## Downtown Revitalization Programs

Historic downtown Sebring is a traditional Central Florida downtown that is rich in history and character. It is known as the "The City on the Circle", in reference to Circle Drive, the center of the Sebring downtown. Named a "Florida Main Street Community" in 1996, downtown has since both benefitted and suffered as economic conditions change with business cycles.

Buffering the downtown Sebring economy is Sebring's history as the home of a variety of long standing community events, the foremost being the world-renowned auto race "12 Hours of Sebring." Throughout the years, downtown Sebring has been a destination for locals and tourists alike. During the global recession that has so far spanned late-2007, 2008 and the first half of 2009 the area has suffered a slump in retail activity, private investment, and customer growth. Changing retail patterns over the past decades have drawn more and more businesses and customers out of the downtown area. What was once a thriving commercial core for the community has struggled to compete with nearby malls and shopping districts along US-27. The development of these larger regional and commercial chain-operated centers has drawn retail uses away from downtown Sebring, making it harder for the local business community to compete and survive.

Downtown Sebring has yet to establish a resilient core of businesses that can effectively withstand changing economic cycles. In October of 2008, the City of Sebring Community Redevelopment Agency (CRA) retained Swan Advisors to develop a Downtown Marketing Plan. The process to develop this plan is built on years of experience working on downtown and commercial corridor redevelopment activities. Swan's approach to marketing planning always focuses on the customer, with the understanding that buildings, businesses, regulations and other externalities are important components to examine and understand. Ultimately however, only customers can make a downtown great.

This downtown Sebring marketing plan includes the creation of some visual concepts that will help to "brand" downtown as a local and regional destination. This marketing plan was developed to support downtown growth and development at two levels: 1) as a downtown, 2) for the retailers - both of which are equally important. The plan includes goals, objectives and recommendations to promote downtown Sebring and also to promote businesses and business clusters.

Independent of specific businesses, buildings, and other assets, the downtown can be marketed and promoted as a unit. Recommendations are included to enhance/improve brand, image, and marketing activities focused towards shoppers, project and investment opportunities for investors and business owners.

Additionally, the plan includes recommendations that businesses can use to promote themselves and improve customer satisfaction. These two levels of marketing planning are complementary and the more activities that are undertaken, the better the result.

### *Current Efforts for Downtown Revitalization*

The city has three-point business recruitment plan relies on marketing at every stage. To cope with ever more vacant space downtown, the City of Sebring is embarking on a business recruitment and retention program recently. Downtown Sebring will need to implement a plan of action in order to develop and grow into a thriving downtown district. The first step saw consultant Casey Wohl plowing through an extensive [marketing analysis and plan](#) completed by the City and setting a firm course of action.



Business recruitment and marketing have also been CRA priorities. In 2009 a Marketing Study was completed that provided the CRA with the current data necessary to identify problems, trends and develop strategies to bring about change.

The goal of the plan is to encourage entrepreneurship; maintain and develop the CRA as a mixed-use, multipurpose center; and strengthen existing businesses and the business mix. More specific objective is to serve as management entity for recruitment efforts, focusing on those properties and areas that are critical for the economic success of the CRA.

However, it is not proved whether or not the plan is successful due to too short term of implication. In other words, this plan is working now, thus we have to wait more time to see the results clearly.

Downtown Sebring is currently undergoing considerable change as a result of the recession and consequently the vacancy rate has increased considerably.

#### *Works Cited*

Downtown Sebring CRA Business Recruitment and Retention Plan, June 2010, City of Sebring, Florida

Sebring Downtown Market Study and Marketing Plan, City of Sebring, Florida

Rogers, Cynthia L.. 2004. Quasi-Experimental Analysis of Targeted Economic Development Programs: Lessons From [Florida](#). Economic Development Quarterly Aug2004, Vol. 18 Issue 3, p269-285

City of Sebring: <http://www.mysebring.com/>

Sebring downtown: <http://downtownsebring.org/>

Downtown Research & Development Center: <http://www.downtowndevelopment.com/>

#### **Rebuilding Greensburg Kansas and How it Relates to Brownwood, Tx**

*Brad Bertrand*

Although the May 2007 tornado left less than 10 percent of Greensburg's building stock standing, the storm ultimately united the community around a tenacious rebuilding effort. Within the first six months following the disaster, despite personal anguish and psychological distress, the community began envisioning its future.

It was understood that without a common vision the goals for rebuilding could not be attained.

Knowing that the endeavor to build a sustainable model rural community would require extensive coordination and alignment of hundreds of stakeholder organizations the community established a vision and goals to guide development. Every meeting and discussion about rebuilding dealt directly with the effort to become an economically, environmentally, and culturally sustainable town.

### *Greensburg Sustainable Comprehensive Plan (05.19.2008)*

Greensburg, Kansas is a town of about 2000 people...or at least it was before 2007. On May 4, a category F5 tornado ripped through the town destroying 95% of the town's structures. Since the tornado, the population of the city has been reduced to 800 people. The population that remained in Greensburg joined together to rebuild a city that has just been recently named a finalist in "Budget Travel's America's Coolest Small Communities 2011"

What makes Greensburg so special? Just weeks after the tornado, the community declared that it was going to put the "green" in Greensburg. The city declared that new construction must achieve a platinum rating on the United States Green Building Council's LEED scale.

Before the tornado, Greensburg was a typical American rural community. Greensburg's primary industry was and is agriculture. Depending on who you ask, Greensburg before the tornado was a healthy community, with above average schools and close knit residents who cared deeply for their community. However, many residents point out that the population had been declining for decades as machines replaced industrial labor. Young people left for higher education. Once young people left, there were few jobs to bring them back. One resident account claims that a building permit for a new residence had not been issued in nearly 10 years. (NPR) Similar phenomena can be seen in countless communities across the nation. What results are modern day ghost towns. Greensburg was slowly turning into one of these ghost towns.

As tragic and devastating as it was, the tornado may be the best thing ever to happen to the community. Residents bonded together over redevelopment and revitalization work. Nearly everything within the city's limits was destroyed, consequently, the town was forced to construct the entire city. One resident postulated that a city has not had the ability to start building afresh since the 1800s.

The community saw an opportunity to take advantage of a growing sustainability movement when they decided to establish a model city. The city's new master plan calls for all the latest in green design. The revitalization effort calls for all the latest technology and methodologies in green design. The master plan outlines a new power grid that relies on wind power to result in a net-zero energy delivery infrastructures. The master plan also stresses the importance of solar design and human oriented design over automotive oriented design. These are but a few of the ideas presented in the plan. Leading the charge was the rehabilitation of the county courthouse which was one of the few surviving structures from the tornado. The city rehabilitated the building to a LEED Platinum standard and it now serves as a source of civic pride amongst the community.

What is important in this case of Greensburg was the ability of the community to come together to get behind a common vision for their future. Like all public works efforts, there were disagreements over how things should be carried out, However, the community was able to put those differences aside.

### *What does Greensburg's effort mean for Brownwood, Tx?*

Like Greensburg, Brownwood is a town isolated from larger cities. Both cities have seen their better days. A simple Google Street View tour of Brownwood reveals infrastructure decline and general decline in the city's housing stock. According to census data, Brownwood is seeing minimal population growth. The city is projected to grow by only a couple of thousand people by 2030, far underpacing the rest of the state of Texas. In a sense, Brownwood's structural decline can be viewed as some kind of disaster for the city...only in this case, the "disaster" takes place over

decades of slow decline and decay. While this may be a controversial statement, it can serve as a warning to the residents of Brownwood.

"Before the tornado, I was not going to come back. I was going to go to college, and who knows where. This community was dying. Now I'm definitely coming back, and I know a good majority of my friends are," said 15-year-old Levi Schmidt.

Greensburg was a severely damaged community that is overcoming immense hardship and tragedy. The community was able to unite long enough to rebuild their city in just a few years. In doing so, they are constructing something that has received international attention for the city's creativity to an unfathomable challenge. Out of this effort, a new industry has appeared. People from all over the world come to Greensburg as a form of eco-tourism. The city has also invited prominent architects and design professionals to create buildings that attract visitors from outside the community. In Brownwood, it is important that citizens see and understand the nature of the city's economic and structural decline. Part of a revitalization effort should be looking for those individuals that can unite and encourage a city to enact sweeping changes to a crumbling city. For the city to experience positive, sustained growth. The citizens must recognize the problematic areas and be inspired to address them in creative and innovative ways. Brownwood should strive to find something that could establish it as a unique destination point. For Greensburg that was sustainability, who know what that could be for Brownwood. It is important, though, that the citizens determine that for themselves.

#### *Works Cited*

[http://www.usgbc-stl.org/wp-content/uploads/2010/06/D\\_Wallach\\_Greensburg-small.pdf](http://www.usgbc-stl.org/wp-content/uploads/2010/06/D_Wallach_Greensburg-small.pdf)

<http://www.greensburgks.org/recovery-planning/Greensburg%20Comprehensive%20Master%20Plan%2001-16-08%20DRAFT.pdf>

<http://audubonmagazine.org/web/greendesign/index.html>

<http://www.greensburggreentown.org/history/>

<http://www.usgbc-stl.org/2010/05/greensburg-kansas-three-years-into-rebuilding-green-from-the-ground-up/comment-page-1/>

<http://apps1.eere.energy.gov/buildings/publications/pdfs/corporate/45086.pdf>

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# A-2 Sample Ordinances





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## **A-2 Sample Ordinances**

### **Downtown Improvement Program: Application and Guidelines**

Due to the overwhelming interest and popularity of this program, the application process has been revised. Please follow the steps and timeline below to make an application for this year's grant cycle.

#### Pre Grant

##### Step 1

1. Application Packet released – **October 15;**
2. Set-up pre-application meeting – **October 15-November 3;**
3. Complete Grant Application and Associated Support Materials; and,
4. Submit Application Packet to Downtown Planner by **December 31st.**

##### Step 2

1. Staff to check application for Completeness;
2. Review proposed improvements with appropriate departments;
3. Counsel applicant to resolve any identified problems; and,
4. Notify Historic Landmark Commission (HLC) Chair of application and schedule meeting date.

##### Step 3

1. Staff to notify applicant of HLC meeting date prior to meeting;
2. Present application and grant request at the HLC meeting.
3. HLC to render a decision, and
4. Staff will notify property owner of their decision.

##### Step 4

1. Staff will place the grant request on next available Bryan City Council agenda;
2. Prepare presentation for City Council; and,
3. Present request to City Council during meeting.
4. City Council to render a decision.
5. Staff will notify property owner of Council decision.

##### Step 5

1. Applicant and/or agent will acquire required permits; and,
2. Begin work on improvements as approved.
3. When Construction is completed, the applicant will submit a written request for inspection of work.

##### Step 6

1. Staff will inspect work and evaluate; and,
2. Work with applicant to resolve any identified problems.

##### Step 7

1. Once the work has been accepted by the City, the Applicant will submit a written request for reimbursement with documentation of proof of payment

##### Step 8

1. Staff will review proof of payment documents;
2. Work with applicant to resolve any identified problems; and,
3. Disburse grant monies to property owner.

# Downtown Improvements Program Grant Application

Date Received:

HLC Meeting Date:

Council Meeting Date:

Case Contact:

Owner's Name Telephone No. Fax No. E-Mail

Owner's Mailing Address

Agent's Name Telephone No. Fax No. E-Mail

Agent's Mailing Address

Building Name and Address

Subdivision Block Lot(s)

Zoning of Property: \_\_\_\_\_

Current Use of Property: \_\_\_\_\_ Proposed Use of Property: \_\_\_\_\_

Cost Estimate No. 1 prepared by: \_\_\_\_\_ Total for Cost Estimate No. 1: \$ \_\_\_\_\_

Cost Estimate No. 2 prepared by: \_\_\_\_\_ Total for Cost Estimate No. 2: \$ \_\_\_\_\_

Please note that both Cost Estimates must use the standardized format and be attached to this application

Linear Feet of Street Frontage: \_\_\_\_\_

Grant Request: \$ \_\_\_\_\_

Please note that maximum grant requests are based on the amount of linear street frontage.

Has this property received any other funding through the City of Bryan? \_\_\_\_\_

Source \_\_\_\_\_ Amount \_\_\_\_\_

---

### Certification

I hereby certify that I am the owner of the above described property for the purpose of this application. I also certify that I have been informed and understand the regulations regarding this process as specified by City Ordinance. I also understand it is necessary for me or my authorized agent to be present at any and all public hearings in regard to this case.

---

Owner's Signature

---

Owner's Printed Name

---

Owner's Mailing Address

---

Owner's Telephone

---

### *Agent Authorization*

In lieu of representing this request myself as owner of the subject property, I hereby authorize the person designated below to act as my agent for the application, processing, representation and/ or presentation of this request. The designated agent shall be the principle contact person with the City (and vice versa) in processing and responding to requirements, information, or issues relevant to this request.

---

Owner's Signature

---

Owner's Printed Name

---

Agent's Signature

---

Agent's Printed Name

---

Agent's telephone number

---

Agent's Address

### **Submission Requirements**

- ☐ Completed Application Form
- ☐ Written Description of Proposed Improvements
- ☐ Current Photographs of Property
- ☐ Historic Photographs of Property (if Available)
- ☐ Plans and/or Elevations detailing the Improvements
- ☐ Two (2) Cost Estimates (only the attached format will be accepted)
- ☐ Certificate of Taxes Paid

- ☐ Proof of Ownership and Clear Title

Return Application and Associated Documentation for Consideration to:

**Joe Planner**  
**Downtown Planner**  
**123 My Street**  
**Hometown Texas 77803**  
PH: 979-555-5432  
FX: 979-555-5435

## **DOWNTOWN IMPROVEMENTS PROGRAM**

**A. Goal:** Funds available through this program will be used to improve the buildings and building sites located in the eligible area of Downtown. The program will benefit the City of Bryan by making Downtown more attractive, increasing the economic vitality of the buildings, increasing sales tax and property values, while preserving and enhancing Bryan's architectural and cultural history.

### **B. Objectives:**

- a. Restore and preserve the historical fabric and character of Downtown Bryan, ensuring the survival of the area's rich architectural and cultural history
- b. Stimulate redevelopment to increase sales tax revenues and property values
- c. Eliminate slum and blight conditions as they exist in downtown Bryan

**C. Eligible Area:** Refer to "Eligible Area" shown in blue on Exhibit "A", attached. Properties outside the eligible area that are eligible to be placed on the National Register of Historic Places may be considered on a case-by-case basis. Properties outside of the eligible area approved on a case-by-case basis must be designated a City of Bryan historic landmark by the Bryan Historic Landmark and Planning and Zoning Commissions and City Council before monies will be reimbursed.

**D. Eligible Improvements:** Eligible improvements are to include, but are not limited to the following:

- a. Repair or replacement of brick elements
- b. Repainting of brick that has already be painted
- c. Repair, repainting or the replacement of wood trim
- d. Repair, replacement or new installation of canopies and awnings
- e. Repair, replacement or new installation of windows, doors and storefronts
- f. Removal of historically inaccurate "slipcovers" for assessment and repair of historic façades
- g. Restoration of historic signage
- h. Labor costs for eligible improvements
- i. Other improvements approved by Staff and Council which are deemed to meet the objectives of this program.

### **E. Program Eligibility:**

- a. The matching grant recipient must be the owner of record
- b. Owner must have clear title of the property with no adverse judgments of liens
- c. The property must be located within the eligible area
- d. Qualifying buildings are to be used for commercial or multi-family uses. Structures used exclusively for single-family residence will not qualify
- e. The property owner must be willing to comply with all local and state laws and regulations affecting the property, its rehabilitation and future use

**F. Policy and Conditions of the Grant Program:** Matching grants will be awarded for any approved improvements to the building façade or public right-of-way. Project proposals must be reviewed and approved before rehabilitation work begins. Guidelines are as follows:

- a. Matching grant amounts are awarded for 50% of the total estimated cost of the façade improvements, on a reimbursable basis. Grants awarded will generally be \$1,000 per linear foot of façade frontage. (25-foot store-front will be eligible for a maximum grant of \$25,000). Qualified applicants will be required to match the awarded grant funds dollar for dollar. Grant request for



projects other than façade improvements, the maximum grant generally awarded will be \$10,000. City Council has final authority on all dollar amounts awarded.

b. Qualified applicants will be required to match the awarded grant funds dollar for dollar. Agents of the property owner are not eligible to receive reimbursement. Reimbursement checks will only be issued to the owner of the property, and/or the property owner's designated financial institution.

c. The total funds available in the Downtown Improvements Fund account at any given time may restrict the City's ability to meet a grant request.

d. Professional Fees (Architectural and/or Engineering fees) incurred by the applicant may be eligible for reimbursement. In order for these funds to be applied, the City of Bryan will require a copy of the professional's invoice, a signed contract between the professional and property owner, as well as copies of all applicable documents prepared by the professional. Reimbursement of Professional Fees will be limited to 50% of the contract, up to, but not exceeding the following rates:

- i. Architectural Design and Construction Documents-5% of project construction cost
- ii. Engineering Design-5% of project cost

e. The City of Bryan Historic Landmark Commission will review exterior changes to buildings requesting funding from the Downtown Improvements Program.

**G. Reimbursement Procedure:** As a general rule, all commercial or private funding for a project must be expended prior to the use of the City funding. Matching grant monies will be disbursed at the completion of improvements and with the acceptance of work by the City of Bryan. Documentation of proof of payment must be submitted with a written request for reimbursement. Acceptable proofs of payment for reimbursement include, but are not limited to the following:

a. Itemized contractor and/or sub-contractor's invoices with the corresponding receipts and /or cancelled checks

b. Paid Invoices for materials and/or supplies with the corresponding receipts and/or cancelled checks, or

c. A release of lien from contractors, sub-contractors, and/or suppliers (A sample of the release of lien is available upon request)

The owner of the property will supply any additional documentation as required by the City of Bryan to confirm expenses.

**Project Duration:** Approved Construction must begin within sixty (60) days from the date of grant approval, and must be completed within one hundred and eighty (180) days or monies will be recycled back into the program and reimbursement will not be made. .

**H. Changes to Approved Scope of Work:** The City of Bryan must approve any changes made to the scope of work. Funding will not be awarded for any changes under construction without prior approval. Significant changes to the scope of work will require the authorization of the City Council. Minor changes (those less than the amount set forth in spending authorization ordinances § 26-28 of the Bryan City Code) may be approved by staff. For properties located within the Downtown Historic District, all changes must be approved by the Historic Landmark Commission.

**I. Eligible Labor:** Matching grant monies may not be used to pay the property owner or members of the owner's family for labor on the project.

**J. Grant Limitations:** Façade improvements must comply with all state and local laws including all ordinances and regulations of the City of Bryan. The total funds available in the matching grant program at any given time may restrict the City's ability to fully fund a grant request. Matching grants shall be processed on a first come – first served basis, as grant monies are limited, and can be competitive. Consideration will include the necessity of the repairs or improvements, the benefit to the building and the general public, and the historic significance of the structure.

Matching grants may be used for approved work only. The total of city funded grants from the Downtown Improvements Program for a single property may not exceed the combined total of \$1,000 per linear foot of facade street frontage unless approved otherwise by the Bryan City Council.

### **INITIATING REQUESTS FOR THE DOWNTOWN IMPROVEMENTS PROGRAM**

**A.** Interested property owners should contact the City of Bryan Planning Department at the Municipal Building, 300 South Texas Avenue, or (979) 209-5030 to arrange a meeting with staff to discuss the Downtown Improvements Grant Program process. Information or assistance needed from various City departments is identified and initial review meetings arranged. A grant application packet will be supplied to the property owner.

**B.** The property owner will meet with Building Services and Planning Department staff to discuss the proposed improvements and code requirements. A walk through of the property will be scheduled, if necessary. Staff will review the Certificate of Appropriateness process, and assist the owner in preparation as needed.

**C.** The property owner will work with contractors/architects/engineers to determine improvement specifics and to obtain required cost estimates. If necessary, the owner will submit plans to Building Services for review.

**D.** The property owner will submit the following to the Planning Services Division:

- i. Completed application
- ii. Current photographs of the property
- iii. Drawings or plans detailing the planned improvement
- iv. Two (2) itemized cost estimates from two independent sources. Cost estimates from the property owner or any entity to which the property owner is associated will not be accepted. An example of an acceptable cost estimate submittal is included in the attached form, "Exhibit B".
- v. Certificate of taxes paid and
- vi. Proof of Ownership

**E.** Staff will review the provided information and will request additional information if needed. Staff will submit design information to the Historic Landmark Commission. Staff will consult with other City divisions as needed.

**F.** The Historic Landmark Commission will approve or deny the design proposal. If approved, proceed to next step. If denied, the property owner will work with staff to resolve differences until approval can be gained.

**G.** Once the design proposal has been approved, staff will place the grant request onto the next available City Council agenda for funding approval. Once funding is approved, a pre-construction conference will be held and the project will begin. If denied, property owner will work with Planning Services staff to improve the application.

**H. Contact Information:**

**Downtown Planner**

Planning Department

123 My Street

Hometown, Texas 77803

Phone: 979-555-5432 or Fax: 979-555-5435

E-mail: [planner@hometown.com](mailto:planner@hometown.com)

**APPLICATION PROCESS FOR THE DOWNTOWN FACADE IMPROVEMENTS MATCHING GRANT PROGRAM**

There are several steps to obtaining funds through the Downtown Improvements Program depending on the type of improvements proposed. City staff will review the application for completeness and eligibility before initiating the review process.

**A. Design Approval:** The proposed changes must be reviewed and approved by the Bryan Historic Landmark Commission before the grant can be awarded:

**B. Review Process:** The Planning Services Division will work with the owner to determine the appropriate review process(s). At a minimum, the owner will need to supply the reviewing entity with a written description and an elevation drawing of the proposed changes. Descriptions should be specific as to materials to be used, sizes, finishes, and colors selected. Owner will also supply three (3) color prints of each façade to be impacted and an itemized cost estimate for the improvements from a minimum of two (2) contractors. The Secretary of the Interior's Standards for Rehabilitation and the City of Bryan Design Guidelines will serve as the basis for reviewing appropriateness of changes to historic buildings. Copies of these guidelines are available in the Development Services Department. Additional information may be required by Staff as needed.

**C. Building Standards Approval:** If funds are to be used to add construction, canopies, awnings, or other improvements within a right-of-way; correct code violations; improve structural stability; add signage; improve handicapped accessibility and or abate hazardous materials, the City of Bryan Building Services Division and/or the Site Development Review Committee must review the planned changes and issue the required permit(s) before the grant can be awarded. Submissions will vary depending on the improvements planned. Applicants should contact Planning Services Division, at 209-5030, for information specific to their project. All work undertaken will be inspected and must be found in compliance with all applicable building codes and regulations before the grant is awarded.

**D. Financial Approval:** Development Services staff will review the two (2) itemized cost estimates for the project, proof of title to the building and proof that taxes are current. The applicant is required to have completed the design and/or building standards review(s) and received

approval(s) before staff will review the grant application. The grant request will then be placed on the next available City Council agenda. City Council will approve or deny the grant request based upon their review of the application packet.

**E. Inspections:** Inspections may occur periodically throughout the construction phase. At the completion of construction, the applicant will submit a written request for final inspection to the Planning Services Division. A final inspection is required prior to requesting reimbursement, and will verify that all work approved for the grant is completed, and in keeping with the approved Certificate of Appropriateness, if any.

**F. Reimbursement:** Once the Planning Services Division has accepted the completed construction, the applicant may submit for reimbursement. Documentation of proof of payment must be submitted with the request in accordance with Section G “Reimbursement Procedure” of the DOWNTOWN IMPROVEMENTS PROGRAM document.

## Native Landscape Ordinance: College Station, Texas

Source: <http://www.epa.gov/greatlakes/greenacres/weedlaws/JMLRApndx.html#APPENDIX C>

The Proposed College Station, Texas Natural Landscape Ordinance has a similar pro-active tone and effect:

### *PROPOSED NATURAL LANDSCAPE ORDINANCE*

An Ordinance to promote the use of native vegetation, including native grasses and wildflowers, in managed yards and landscapes to allow the use of such plants in the preservation or restoration of natural plant communities.

#### **Section 1. Legislative Purpose:**

It is not the intent of this legislation to allow vegetated areas to be unmanaged or overgrown when such growth provides either a direct health hazard or provides a demonstrated breeding ground for fauna known to create a safety or health hazard. The legislature recognizes that a limited number of species may be indicators of neglect, a condition which may adversely affect human health or safety. Below, the city has specifically defined certain noxious weeds recognized to be indicators of neglect.

The use of wildflowers and other native plants in managed landscape design can be economical, low-maintenance, effective in soil and water conservation, and may preclude the excessive use of pesticides, herbicides, and fertilizers. Furthermore, native vegetation and native plant communities, on a worldwide basis, are disappearing at an alarmingly rapid rate. The city recognizes the desirability of permitting and encouraging managed natural vegetation within the city limits of College Station while maintaining public health and safety.

#### **Section 2. Definitions:**

The following plant species are defined as noxious weeds and do not come within the protection of this ordinance:

<i>Sonchus asper</i> (L.) Hill	Asteraceae	Sow Thistle
<i>Sorghum halepense</i> (L.) Pers.	Poaceae	Johnson Grass
<i>Ambrosia</i> sp.	Asteraceae	Rag Weed
<i>Cenchrus incertus</i> M.A. Curtis	Poaceae	Grass Bur
<i>Rumex crispus</i> L.	Polygonaceae	Curly Dock
<i>Croton capitatus</i> Michx.	Euphorbiaceae	Dove Weed
<i>Chenopodium</i> sp.	Chenopodiaceae	Goosefoot
<i>Amaranthus</i> sp.	Amaranthaceae	Pig Weed
<i>Rhus toxicodendron</i> L.	Anacardiaceae	Poison Ivy
<i>Conyza canadensis</i> (L.) Cronq.	Asteraceae	Horse Weed



The term "managed" as used in this ordinance means a planned and designed yard or landscape with the intent to control, direct, and maintain the growth of natural vegetation.

***Section 3. Managed Natural Landscaping:***

It shall be lawful to grow native and naturalized plants to any heights, including ferns, wildflowers, grasses, forbs, shrubs, and trees, in a managed landscape design when said plants were obtained not in violation of local, state, or federal laws. No employee of the city may undertake to damage, remove, burn, or cut vegetation on a managed natural landscape incorporating native plants, except those specifically prohibited herein, and except on order of a court of record following a hearing at which it is established that noxious weeds exist in a managed natural landscape and that a condition creating a clear and present hazard to public health or safety has arisen. An action for a court order under this subsection shall provide that the destruction, cutting, or removal of vegetation shall be selective unless general cutting, destruction, or removal is necessary to eliminate the offending conditional.

Statements of intent:

1. If a complaint is filed by a citizen or the city against a piece of property, the burden or proof lies with the complainant to establish that a health or safety hazard in fact exists. Natural landscapes shall be assumed to be harmless, until proven otherwise.
2. The city shall not act upon anonymous complaints. The property owner shall have the right to face the accuser.
3. This and the unmanaged vegetation ordinance shall be proactively and uniformly enforced, and shall apply to all property not specifically exempted within the city limits.
4. Aesthetic judgments shall not be a consideration nor play any role in determining non-compliance or compliance with the ordinance.
5. The city shall notify the property owner of their rights of appeal.
6. It shall not be the policy of the city to enter upon private land and to destroy property thereon without due process of law.

## **City of Brownwood: Sample Landscape and Buffer Requirements**

*Joey Kaspar*

The city of Brownwood's aesthetics, safety, and comfort of its citizens can be improved greatly by implementing a landscaping plan and requirements for all new development and the improvement of existing development.

### *Goals:*

The landscape and buffering requirements of this document will allow these goals to be met:

1. Increase the appeal, safety, and quality of Brownwood's character of development
2. Enhance the ecological and aesthetic environment of the City
3. Reduce negative environmental impacts of development such as erosion and increased storm water runoff
4. Prevention of declining land values by improving (or retaining) the landscape quality of developed lots and properties.
5. Prevent the unsightliness of large, stark parking lots and developments.
6. Improve the experience of those walking, driving through, or passing by commercial establishments
7. Reduce noise pollution of busy roadways or loud businesses
8. Provide shade, wind breaks, and safety for pedestrians within Brownwood
9. Improve the vibrancy of downtown Brownwood through beautification and safety

### *Minimum Landscape Requirements:*

#### **Landscape Requirement for New Commercial, Institutional, & Religious Land uses:**

1. At least 10% of the building footprint must be dedicated to green space or landscaping on the lot.
2. Non-living landscape material, such as decorative rocks, mulch, or tree bark cannot exceed 25% of the required landscape area.
3. For every 500 square feet of the building, one tree must be installed. Tree requirement is nulled if building has less than 15' setback from the road and has a sidewalk.
4. For every tree installed, 2 shrubs or decorative grass should be installed

5. High quality existing trees and vegetation may be incorporated into the site design and shall reduce the required new landscaping by an equal amount.
6. Maintenance of grounds is required & deceased vegetation must be replaced

#### **Minimum Parking Lot Landscape Requirements(Reference Image 1)**

1. One tree per 12 parking spaces is required. If less than 12 but more than 4 spaces exist in a continuous parking lot, 1 tree is required.
2. Landscaping must be provided at a ratio of 50 square feet of landscape material for each ten thousand 10,000 square feet of lot area.
3. Any area that is not paved over for the parking lot must be covered by grass, mulch, or other decorative ground cover.
4. No more than 10 consecutive parking spaces without a bump-out, landscape median, or landscape island are permitted.

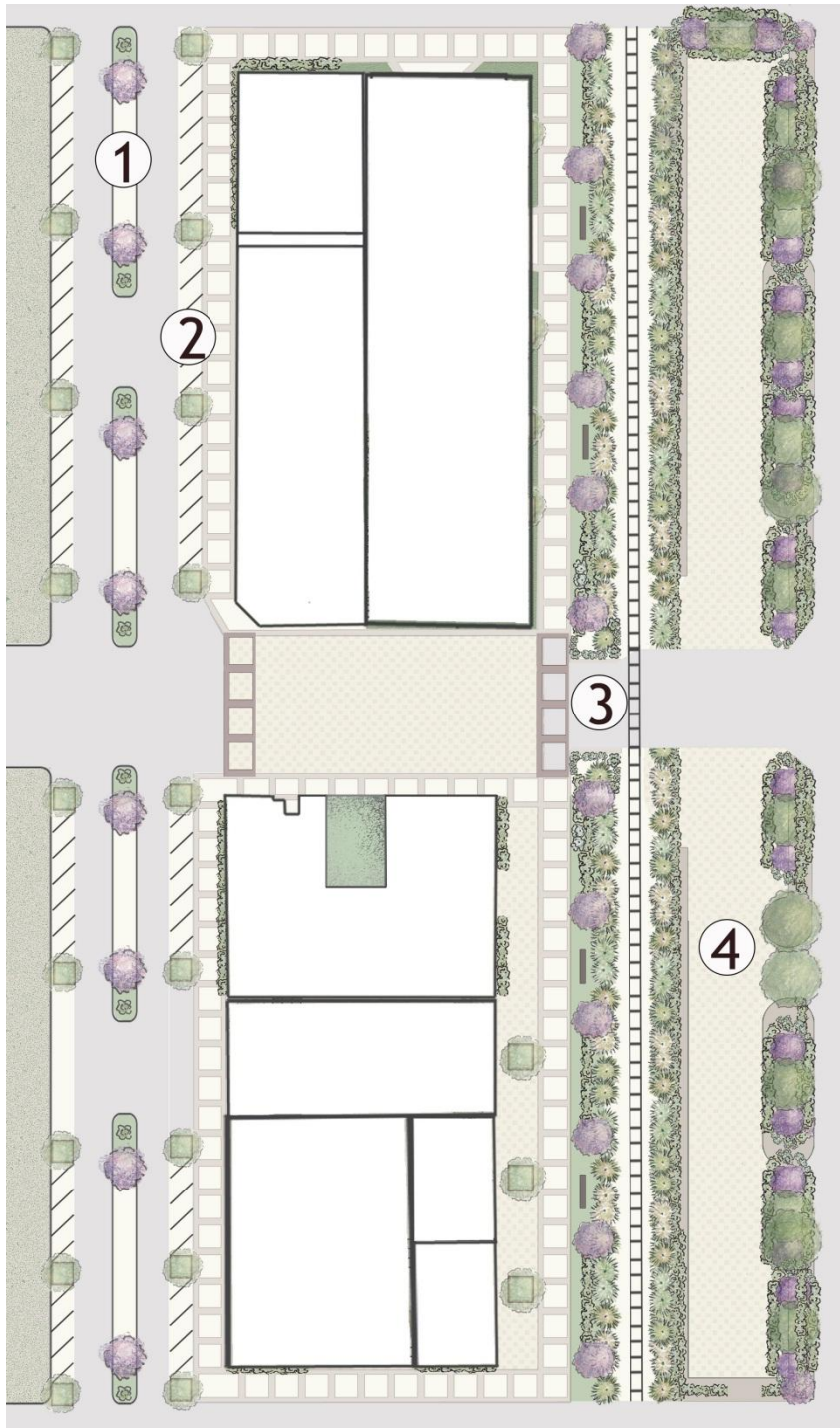
#### **Minimum Buffer Landscape Requirements**

1. Noise Buffering (Reference Image 1, points 3 and 4)
  - a. Loud businesses, manufacturing, industrial, or other land uses must have a vegetative buffer, berm, or screening to reduce noise disturbances.
  - b. Vegetative buffers must consist of thick, effectively noise reducing plant material such as bamboo or thick tree and shrub growth.
  - c. Berms may not exceed more than a 6% slope, must be 6' in height, and must be covered by grass or vegetative ground cover.
  - d. Screening must not be a visual blight. Either attractive, city approved materials, decorative design, or vine growth on screen is required
2. Visual Buffering
  - a. Unattractive land uses or eye sores must be visually screened from neighboring land uses
3. Safety & Aesthetic Buffering (Reference Image 2)
  - a. Street trees must be installed every 15- to 30' in the downtown area

- i. Small ornamental trees or shrubs must be installed in medians when present
- b. Street trees must be installed along major arterial streets
  - i. Small ornamental trees or shrubs must be installed in medians when present
- c. All prominent crosswalks must have a safety buffer
  - i. Vegetative buffers cannot cause sight impedance or pose other safety threats to drivers or pedestrians
  - ii. Paving material change, small planters, or bollards can also serve as a safety buffer
- d. Residential streets must have a vegetative buffer between sidewalks and road (Reference Image 2)
  - i. Street trees are required on residential streets that are classified as a minor arterial road or higher.

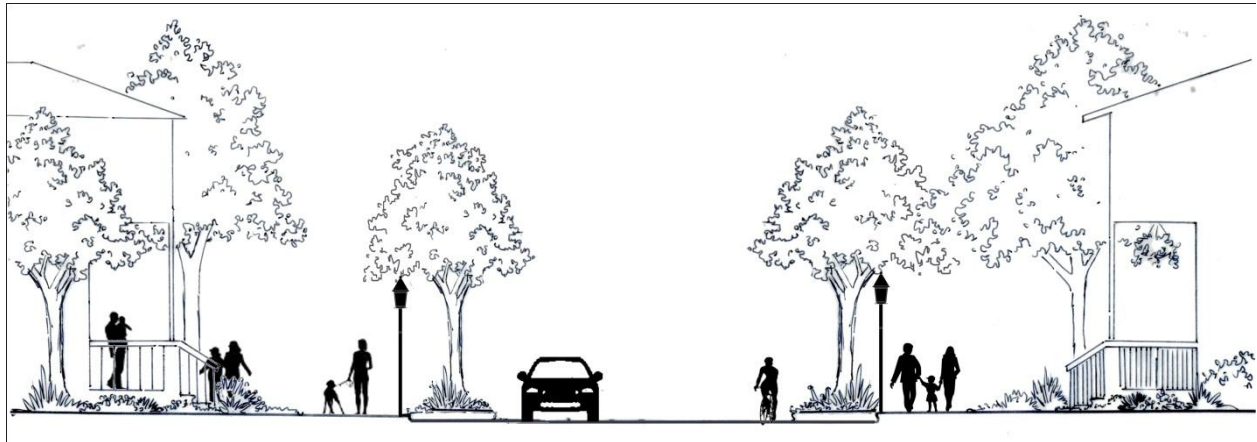
### Image 1: Example of Buffer & Vegetation Illustration

- (1) Median landscaping & Street Trees
- (2) Parking space & sidewalk street tree buffer
- (3) Buffered Sidewalk & Crosswalk
- (4) Noise Buffer (train) & Commercial Land use landscaping





**Image 2: Residential Street with Landscaped Buffer**



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# A-3 Substantive References

## A-3 Substantive References



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## **A-3 Additional References**

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Contact Information:

Jeffrey Starkey  
Commissioner of License & Inspections  
(302) 576-3059  
[jstarkey@ci.wilmington.ed](mailto:jstarkey@ci.wilmington.ed)

Cynthia Ferguson  
Administrator of the Vacant Property Registration Fee Program  
(302) 576-3096.

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# A-4 Ordinance Reviews

A-4 Ordinance Reviews



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## **A-4 Ordinance Reviews**

This appendix includes student-conducted ordinance reviews for Brownwood and other comparable cities. These reviews were part of a series of assignments completed in Fall 2010 by Dr. Elise Bright's Plan 658 Implementation class. The assignments build upon each other, with the memo summarizing the findings from the students, and the rewrite using the findings from the previous as a base for proactive suggestions.

To: Brownwood City Council

From: Martin Griggs, Project Manager Brownwood Comprehensive Plan Update

Date: November 15<sup>th</sup>, 2010

Subject: Zoning and Subdivision review

After extensively reviewing your ordinances I have compiled a list of recommendations which should be reviewed before the next zoning or subdivision ordinance update. These recommendations are based off of the standard zoning enabling act (SZEa) and the model subdivision regulations. The SZEa is the document that grants municipalities the right to govern the zoning of districts within their city. The model subdivision regulations provided by the state act as a guide for

- Brownwood Zoning Ordinance is missing the granting of powers section and the purpose section in the ordinance.
- Brownwood Subdivision Regulations are also missing the granting of powers section and the purpose section in the ordinance.
- Brownwood does not define what a home occupation is in the zoning ordinance.
- The definition of Mobile Home should be revised.
- Pyramidal zoning should be thoroughly examined with the next update.
- Brownwood should decrease the amount of legal jargon that is in its ordinances and look for simplified all encompassing methods to control districts.

With the addition of a simple granting of powers and purpose section both the zoning ordinance and the subdivision regulations can be made legally stronger since they would more closely resemble the documents which allowed their creation. The purpose section is vital to both documents since it spells out how the city wants to use these documents to empower the city to create better places.

By adding some clarification to some definitions the city will be better suited to defend for or against small start up home occupations. These businesses have the capability of either enriching the community by creating a more diverse environment or create a nuisance which disturbs neighbors. Another definition that should be revised is the definition of mobile homes. Currently it states that a mobile home is anything that is produced before June 15<sup>th</sup>, 1976. Anything produced afterwards, regardless of whether it fits the definition is not a mobile home since it was produced after this date. Also there are some extraneous definitions which no longer apply to the city as it is today. A simple modification can streamline the usefulness of the zoning ordinance.

Pyramidal zoning is the number one problem that should be addressed in your next zoning update. By allowing greater zones the ability to use lower zones specifications the city effectively renders the lower zones useless. The statement that allows this can be found all throughout the district section and states "any use permitted in the XX district". Your least restrictive district is M-2 and it allows for "any purpose not in conflict with an ordinance of the city regulating nuisance".

I hope this information leads you to a more informed tomorrow. –Martin Griggs

## Brownwood Ordinance Definitions

The Brownwood Applied Planning Team has worked this semester on reviewing the zoning and subdivision regulations for your city. General suggestions were made within the memo which was sent out earlier this year. The object of this document is to give guidance for the city to use when rewriting their definitions section of each ordinance. The document will be broken down into two sections zoning and subdivision definitions. Each section will then be disseminated by good definitions and those that need revision. Suggestions will be made for the definitions which should be revised.

### Zoning Ordinance

In general the zoning ordinances definitions are quite useful because they are descriptive and account for many of the needs that the city needs. One general suggestion is to take all the definitions and compile them into an appendix that could be attached to the back of the zoning ordinance instead of having it be a section in its self. This motion could be useful for all of the ordinances the city has written since the definitions section would not need to be added to each ordinance.

#### **Good Definitions**

**Kennel:** Means any place where more than four cats or dogs, or any combination of cats and dogs when the total exceeds four animals, over the age of ten weeks are raised, trained, boarded, harbored or kept.

**Subdivision:** means the division of any lot, tract or parcel of land, whether described as lots and blocks or by metes and bounds, into two or more lots or sites for the purpose, whether immediate or future, of sale or building development. Such term also includes re-subdivision of land or lots.

#### **Need Revision**

**Mobile Home:** Means a structure that was constructed before June 15, 1976, transportable in one or more sections, which, in the traveling mode, is eight body feet or more in width or 40 body feet or more in length, or, when erected on the site, is 320 or more square feet, and which is built on a permanent chassis and designed to be used as a dwelling unit, with or without a permanent foundation, when connected to the required utilities, and includes the plumbing, heating, air conditioning and electrical systems. The term "mobile home" shall not include the following:

- (1) Travel trailers, pickup coaches, motorhomes, camping trailers or other recreational vehicles.
- (2) Modular homes.

This definition is confusing since mobile homes can be made today. It states that mobile homes are structures built before June 15, 1976. This would mean that all structures built after that date, are not mobile homes, though they may be constructed in that fashion.

**Home Occupation:** See the definition of "Conditional uses."

The definition for conditional use is not defined within the zoning or subdivision ordinances. This is a major failure in the ordinance since it effectively negates the city's ability to control for these uses.

**Family:** means one or more persons occupying a dwelling and living as a single-family housekeeping unit and doing their own cooking on the premises, as distinguished from a group occupying a boardinghouse, lodging house or hotel, as defined in this section.

This is a good definition that just needs some tweaking. It is odd that Brownwood chooses to use cooking as a way to distinguish what consists of a family.

**The following definitions are not defined and should be considered for addition.**

**Historic District:** "For purposes of this ordinance the term "Historic District" shall be defined as an area which has been identified as containing multiple historic, cultural, architectural and/or archaeological resources that have been recognized ... to promote the preservation, protection and perpetuation of the historic, archaeological, architectural and/or cultural values". (San Diego County Zoning Ordinance)

By adding a rendition of the San Diego County Zoning Ordinances definition of Historic District, Brownwood would be able to establish a set area (ex. Downtown area) as a historic district. This would unify the area and potentially allow for development which keeps the historic character.

**Planned development:** Planned associations of uses developed as integral land use units such as industrial parks or industrial districts, offices, commercial or service centers, shopping centers, residential developments of multiple or mixed housing, including attached single family dwellings or any appropriate combination of uses which may be planned, developed or operated or integral land use units either by a single owner or a combination of owners. (Frisco Zoning Ordinance 10-6-10)

By adding a similar definition for planned development, Brownwood will be able to allow the development of areas as an integral planned unit. This will allow a developer to build unity within a certain area of development and allow the city to have greater flexibility when working with the developer.

### **Unnecessary Definition**

**Cosmetic tattoo establishment:** means an establishment where trained personnel apply microinjections of pigment to the dermal layer of the skin so that facial cosmetics are applied on a permanent basis. This does not include a tattoo parlor.

Since the definition of tattoo parlor is already given the team feels that this additional definition does not add any additional value.

**Garage, storage or parking:** means a building, or portion thereof, designed or used exclusively for term storage, by prearrangement, of motor-driven vehicles, as distinguished from daily storage furnished to transients, and within which motor fuels and oils may be sold, but no motor-driven vehicles are equipped, repaired, hired or sold.

This definition is in addition to private and public garages. This definition could be consolidated into the previous two definitions to control use.

**Riding academy:** See the definition of "Stable." (stable) means a private facility, confined area or structure with a capacity for more than four horses or mules.

This definition is not appropriate for what a riding academy functions as. A riding academy is a place of learning with stables and paddocks available for the storage of training animals (i.e. horses). Also, a stable can hold any number of horses to be functional.

**University:** means an institution of higher learning, providing facilities for teaching and research, and authorized to grant academic degrees, and specifically made up of an undergraduate division which confers bachelors' degrees and a graduate division which comprises a graduate school and professional schools each of which may confer masters' degrees and doctorate degrees.

**College:** means an independent institution of higher learning offering a course of general studies leading to a bachelor's degree.

The definitions of college and university are repetitive. The team feels that having both definitions are unnecessary and can be resolved by combining into places of higher learning. This would encompass junior and technical colleges all the way to doctoral research facilities.

## **Subdivision Ordinance**

The subdivision ordinance definitions are concise and easy to find. The definitions section could be combined with the zoning ordinance to reduce redundancy and improve definition clarity.

### **Good Definitions**

**Subdivision:** means the division of any lot, tract or parcel of land, whether described as lots and blocks or by metes and bounds, into two or more lots or sites for the purpose, whether immediate or future, of sale or building development. Such term also includes re-subdivision of land or lots.

### **Need Revision**

**The following definitions are not defined and should be considered for addition.**

**Floodplain:** "Any property within the limits as delineated by FEMA (Federal Emergency Management Agency) of the 100-year flood plain or as amended by an engineering flood study of the ultimate developed conditions prior to any reclamation". (Frisco Zoning Ordinance 10-6-10)

This definition of floodplain is good for Brownwood to use since it takes into account the maximum developed area which would be within the floodplain. Floodplains are calculated based on the amount of runoff which is produced from each property. If the maximum amount of development is used to produce the floodplain map then locations within the floodplain have less chance of having flood damage.

**Open Space:** "Means an area included in any side, rear or front yard or any unoccupied space on the lot that is open and unobstructed to the sky except for the ordinary projections of cornices, eaves, porches and plant material." (Manor Zoning Ordinance)

Brownwood should consider developing a definition for open space based off of this definition since it will keep development of obstructive structures out of areas which should be preserved for their scenic or aesthetic value.

### **Unnecessary Definition**

There are no unnecessary definitions in the subdivision definitions.

# Ordinance Review

Date: 11/16/2010  
To: City of Brownwood, TX  
Cc: Planning and Zoning Department  
From: Travis Young  
RE: Zoning and Subdivision Ordinance Review

## **Introduction**

Through the Code of Ordinances, the City of Brownwood is able to establish comprehensive and descriptive zoning and subdivision guidelines. These guidelines – when used in conjunction with additional codes – provide direction in shaping the future economic, social, and environmental blueprint for the community. However, gaps in definitions, policies, and administrative practices threaten the effective and inclusive nature of the ordinances.

## **Points for Review and Recommendations**

In conducting a review of the city's zoning and subdivision codes, specific articles were identified in needing improvement, including, and/or clearer explanation. Listed below are specific characteristics – with accompanied recommendations - from the codes that play major roles in the interpretation and execution of zoning and subdivision guidelines.

- **Definitions** – Overall the lists of definitions are comprehensive, descriptive, and account for unlisted types – by using such phrases as “included, but not limited to” or “or others of a similar nature.” However, within the Zoning Code, definitions are limited in number. A more extensive, comprehensive glossary could be compiled for the entire Code of Ordinances – listed in the Appendix – that allows readers to quickly access information, as opposed to routing through specific sections in specific chapters without a clear, cohesive path.
- **Severability** – In order to protect zoning standards and assure portions of the ordinance remain constitutional – even if some aspects are declared unconstitutional – severability must be addressed directly in the Zoning Code. A single, clear statement – outlining the severability provision – should be included in the beginning of the zoning chapter.
- **Compliance** – Although the Code of Ordinances states that the zoning plan must be in accordance with any existing ordinance that covers zoning, nothing explicitly states compliance with the Brownwood Comprehensive Plan. Including a section that directly links zoning decisions with the Comprehensive Plan provides legitimacy and power to any ruling handed down by the P & Z Commission.
- **Planned Developments** – While not explicitly addressed in the Zoning Code, planned developments are mentioned throughout the Comprehensive Plan. In order to provide a stronger link between the zoning code and comprehensive plan – as well as clearly define the make up of a planned development and its associated uses – Planned Developments should be defined, and explained within the Zoning Code.



- **Performance Standards** – Including provisions that require all zoning permits to demonstrate their compliance with nuisance regulations and lighting standards will provide a stronger, holistic guide to adjacent uses, and set standards for future applications.
- **Inclusionary Zoning** – Due to the need for affordable, quality housing, the city should consider including an Inclusionary Zoning topic in the Zoning Code. The section should ensure provisions for a variety of housing types that meet the needs of all economic groups. If the city chooses to do this, a clear definition of “affordable housing” would need to be added to the glossary (this definition should be included regardless).
- **Visual References** – Due to the large amount of text and (sometimes) complicated language within the Code of Ordinances, visual references – in the form of maps, charts, etc. – should be utilized often. The Zoning Code should include maps of individual zoning districts – and overlay districts – within that specific section; and should include charts of requirements, dimensions, etc. for quick reference. A comprehensive chart should be included – possibly in an Appendix – that references uses, conditional uses, districts, dimensions and other characteristics. Also, organization and administrative flow charts that illustrate the application process (among other things) should be included in the zoning code.

## **Conclusion**

In conclusion, the Code of Ordinances provides comprehensive approaches to addressing zoning and subdivision processes. The Code of Ordinances provides a comprehensive view of zoning and subdivision review. However, taken on their own, these sections present gaps in content and practice that will work to confuse applicants and decision makers. By addressing the aforementioned points, the city can clear up any ambiguities in the zoning, subdivision, and administrative processes of the city; as well as promote more cohesion and inclusion within the documents.

## Zoning Ordinance Rewrite

### Introduction

By including all the documents within the Code of Ordinances, the city of Brownwood provides a comprehensive – but not exhaustive – guide to zoning and subdivision regulations. However, in examining the Zoning and Subdivision chapters within the city’s code collection, a few major components are missing that will help to add clarity and legitimacy to the documents overall. The following section identifies these missing components and uses the Standard Zoning Enabling Act and the Model Zoning Ordinance as guidelines, in order to provide potential models and rewrites for the city ordinances.

### Potential Corrections

Through group collaboration and the analysis of various model ordinances, major weaknesses were identified within the Brownwood Zoning and Subdivision Chapters. Failure to include a Grant of Power, Purpose in View, clear administrative procedures in establishing a Planning and Zoning Commission, severability measures, and mandated compliance with the comprehensive plan create deficits within the Code of Ordinances that limit application and inhibit the enforcement of policies that shape the future development of Brownwood. Included in the following are examples of potential rewrites and corrections that address the above insufficiencies.

- **Grant of Power and Purpose in View**

Combining these two major components makes sense and allows the city to describe a comprehensive intent for the documents. Presented in quotes is the possible rewritten version.

“The City of Brownwood Zoning and Subdivision Ordinance and the associated regulations and restrictions contained therein are adopted and enacted for the purpose of promoting the health, safety, morals, prosperity, convenience, and general welfare of the present and future inhabitants of the city, and

- 1) “to encourage and facilitate orderly growth and development of the City;
- 2) to implement the goals of the Brownwood Comprehensive Plan;
- 3) to provide adequate open space for light and air, air quality, to prevent overcrowding of the land, and to lessen congestion on the streets;
- 4) to secure economy in municipal expenditures, to facilitate adequate provision for public or alternative transportation, water, sewage, schools, parks, vegetation, landscaping, and other public facilities and services;
- 5) to encourage appropriate architectural design and the conservation and protection of historic resources;
- 6) to increase the security of home life and preserve and create a more favorable environment for the citizens and visitors of the City of Brownwood;
- 7) to secure safety from fire, panic, and other dangers;
- 8) to stabilize and improve property values;

- 9) to enhance the economic and cultural well being of the inhabitants of Brownwood;
- 10) to promote the development of a more wholesome, serviceable, and attractive city resulting from an orderly, planned use of resources.”<sup>13</sup>

Clearly stating the purpose and grant of powers for the regulations allows the city to immediately inform the public of the basic reasons and needs for the Zoning and Subdivision documents.

- **Planning & Zoning Commission**

Currently, the City of Brownwood does provide justification for the creation of a Planning Commission. However, the text is completely separate from the Zoning and Subdivision Chapters, and its explanation is disjointed with respect to appointments, requirements, and terms. A more succinct description is needed in order to outline the guidelines for creating the Commission. Presented in quotes is the possible rewrite.

“The City of Brownwood Planning and Zoning Commission is hereby created. The Commission shall consist of seven members, each of whom shall be a resident of Brownwood. Each member shall be appointed by the mayor, and their appointment ratified by the City Council. Two shall be selected at large, and of the remaining five members, one member shall be selected from each ward of the city. Each Ward position member shall be a real property owner, qualified to vote in the city, and shall hold no other position in the city government.

The terms of office for all members of the Planning and Zoning Commission shall be three years and until their successors are appointed, except where appointment to a shorter term is necessary to provide for staggered terms among Commission members. Vacancies occurring on the commission shall be filled within 30 days by the city council for the unexpired term. Members may be removed with or without cause by a majority vote of the City Council. The Mayor and City Council shall appoint two alternate members to the Commission, who shall serve in the absence of a member or members of the Planning and Zoning Commission under rules established by the Commission. Regular members of the planning and zoning commission shall be paid a sum as set forth by the ordinance.

With respect to internal organization, the mayor shall appoint a chairperson, and the Planning and Zoning Commission shall select a vice-chairperson from its membership. Other officers can be elected as the Commission sees fit. Pursuant to Brownwood City Code, the Commission shall adopt reasonable policies and rules for the transaction of business, and keep a public record of its proceedings.”<sup>14</sup>

The combined and integrated administration procedures outlined above, provide in-document reference to the creation of the Planning and Zoning Commission. The text also establishes an organizational hierarchy when addressing issues of major concern or importance.

- **Severability**

In order for the Zoning and Subdivision Regulations to remain enforceable and legitimate during a legal dispute, a Severability clause needs to be included in the opening sections of the In General or Introduction articles. Presented in quotes is the possible rewritten version.

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<sup>13</sup> City of Provo, UT. Provo City Code. 2010. & City of Burlington, VT. Comprehensive Development Ordinance. 2008.

<sup>14</sup> City of Brownwood, TX. Code of Ordinances. Chapter 2 – Administration.

“It is hereby declared to be the intention of the city council and the Planning and Zoning Commission that if any article, part, section, paragraph, sentence, clause or phrase of this ordinance is declared unconstitutional or otherwise invalid by any court of competent jurisdiction in a valid judgment or decree, such unconstitutionality or invalidity shall not affect any of the remaining articles, parts, sections, paragraphs, sentences, clauses, or phrases of this ordinance.”<sup>15</sup>

Ensuring that the Zoning and Subdivision documents remain legitimate throughout judicial review and ruling, allows for current and future development standards to be upheld within the city – providing stability throughout the process.

- **Plan Compliance**

The Zoning and Subdivision Regulations provide the power and means to enact the vision and goals of the Brownwood Comprehensive Plan. Although compliance with the comprehensive plan is addressed in the Grant of Powers and Purpose in View section of the ordinance, a separate section that explicitly mandates the alignment of plan goals and zoning and subdivision implementation measures would provide solidarity in municipal objectives, and legitimize both documents. Presented in quotes is the possible rewritten version.

“It is the intention of the city council that this ordinance implements the planning policies adopted for the city as reflected in the Brownwood Comprehensive Plan. Both may be amended from time to time and should be regularly adjusted to reflect those changes, and others presented in planning documents. While the city council reaffirms its commitment that this ordinance and any amendment to it be in conformity with its planning policies, the city council hereby expresses its intent that neither this ordinance nor any amendment to it may be challenged on the basis of any alleged nonconformity with any planning document.”<sup>16</sup>

The integration and interdependence of the Zoning and Subdivision regulations with the goals of the Comprehensive Plan ensure that future development and infill practices remain true to the wants and needs of the community. By mandating compliance with the Brownwood Comprehensive Plan, the evolving vision of the city can be equally represented in evolving implementation procedures.

## **Conclusion**

In conclusion, the Brownwood City Code of Ordinances addresses many of the major components needed to sustain effective zoning and subdivision regulations. By including the aforementioned rewrites, Brownwood’s regulations become more legitimate and applicable. However, as addressed in a different rewrite section, many problems exist in the organization of information. Although some directives are described in the Code of Ordinances, not locating them directly in the Zoning and Subdivision Chapters provides gaps in connectivity and ease of access for users. By implementing the corrections as a whole, the Brownwood zoning guidelines become more complete and effective.

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<sup>15</sup> City of Burlington, VT. Comprehensive Development Ordinance. 2008.

<sup>16</sup> City of Burlington, VT. Comprehensive Development Ordinance. 2008.

**To:** City of Brownwood, Attn. Jodie Kelly  
**From:** Jonathan P. Brooks  
**Date:** 23 November 2010  
**Subject:** Evaluation of Current Zoning Codes—Recommended Changes

I have completed the initial stages of my review of the zoning codes of the City of Brownwood. This memo is a brief synopsis of my findings and primary recommended changes. Please consider the nature of these recommendations; in several weeks, the final report of detailed findings will be complete. I will recount the most pertinent recommendations in brief form.

### **Organization and Format of Zoning Code**

The organization and document layout of the code is weak and difficult to navigate. The primary method of accessing the codes may be online, but improvements to printed and online editions are still possible.

### **Grant of Power**

The Brownwood zoning codes needs language that clearly describes the basis for zoning—the why based on police powers.

### **Purposes and Objectives**

As part of the reorganization of the codes, I recommend adding an additional subsection to the information on each zone. The additional section should be a statement of the purpose and objectives of the respective zone (a tailored statement).

### **Content and Substantive Regulation by Zones**

The City of Brownwood should explore the possibility of adding sign, architectural, landscaping, and historic regulations. I recommend that public involvement exercises be conducted to determine residents' sentiments: pair findings with fiscal and political findings to form creative regulations to improve the quality of development and therein life in Brownwood.

### **Definitions**

The report will include detailed recommendations concerning the definitions section of the zoning code. In brief, there are several definitions which can safely be removed and several that must be added (i.e. adding the definition of subdivision).

CC: Dr. Elise Bright (Plan 658, Fall 2010)



## **Ordinance Rewrite: Zone Content**

### **Brownwood, Texas**

Jonathon Brooks

## **Introduction**

This report will summarize the recommended changes to the City of Brownwood zoning code relative the individual zone content and function. Other project team members drafted additional recommendations for the zoning code in regards to the various primary categories of needed updates.

As Brownwood updates the city's comprehensive plan, due to be complete in December 2011, updating the zoning will become a primary method of enforcing the ideals and vision of the plan. Updating the form and function of each zone is critical to plan success.

## **Summary of Team Recommended Changes**

The following are the primary objectives/needs identified by the Brownwood project team during the Fall 2010 semester at Texas A&M University. Project team members compared the zoning and subdivision code of Brownwood to various other codes from other cities as well as to the U.S. Dept of Commerce's 1926 Standard Zoning Enabling Act (a template for cities and counties to use for initial zoning code development). The following are the four primary needs identified by the aforementioned process.

- Statement of Purpose and intent for each zone
- Remove any remnants of pyramidal zoning—found in chart of allowed uses
- Visual references—key to a great zoning code
- Regulate more substantive items—clear directions aligned with resident public and politicians to create zones that yield ideal and intended results

## **Detail on Two Recommended Changes**

This section will address in a general sense the middle two bullet points listed above: pyramidal zoning, and use of visual references.

### **Pyramidal Zoning**

The City of Brownwood zoning code currently allows uses that do not strictly align with the name of a zone and its implied intent. For example, in R-3 Multi-Family Residential District the permissible use table in the zoning code lists single-family homes as an acceptable use. The current zoning of Brownwood typically allows a zone in a similar category (i.e. residential, commercial, etc.) to use the permissible uses that more correctly belong to another zone—as long as the use is less-intense or considered less harmful and likely to be a nuisance.

I recommend that the City of Brownwood investigate their residents and local political opinion in light of considering removing the remnants of pyramidal zoning. The city could remove pyramidal zoning simply by eliminating permissible uses for each zone that do not comply with the purpose and intent of the zone. If a use is appropriate on a particular tract of land but is not allowed by the current zoning it is time for a review of that zone's function and use. But, in general, the use of more strict zoning that

boldly excludes uses that are not intended in that zone will be easier to enforce and uses that comply with the comprehensive plan's future vision for Brownwood.

### **Visual References**

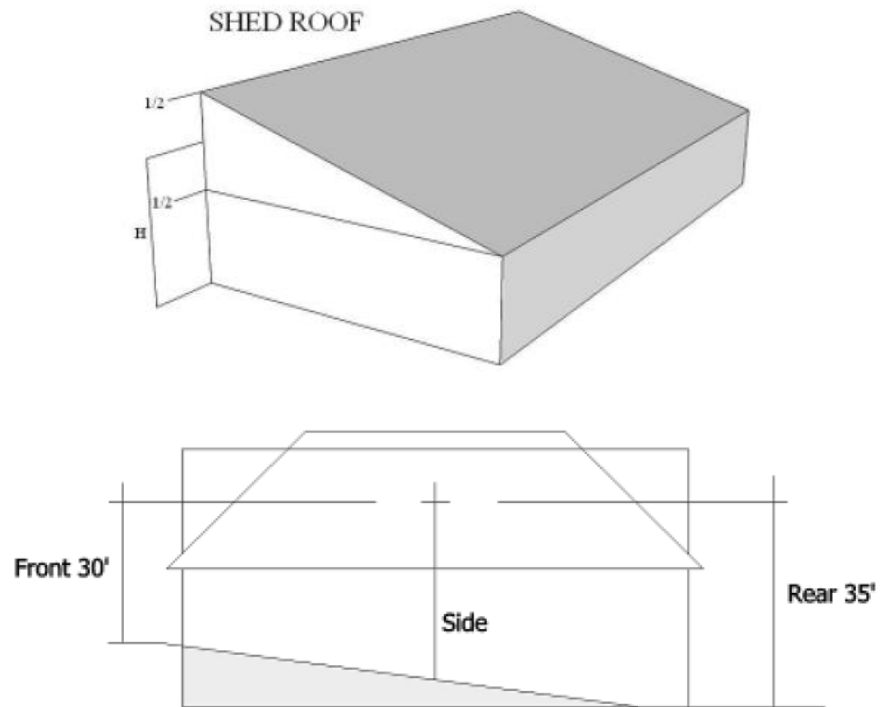
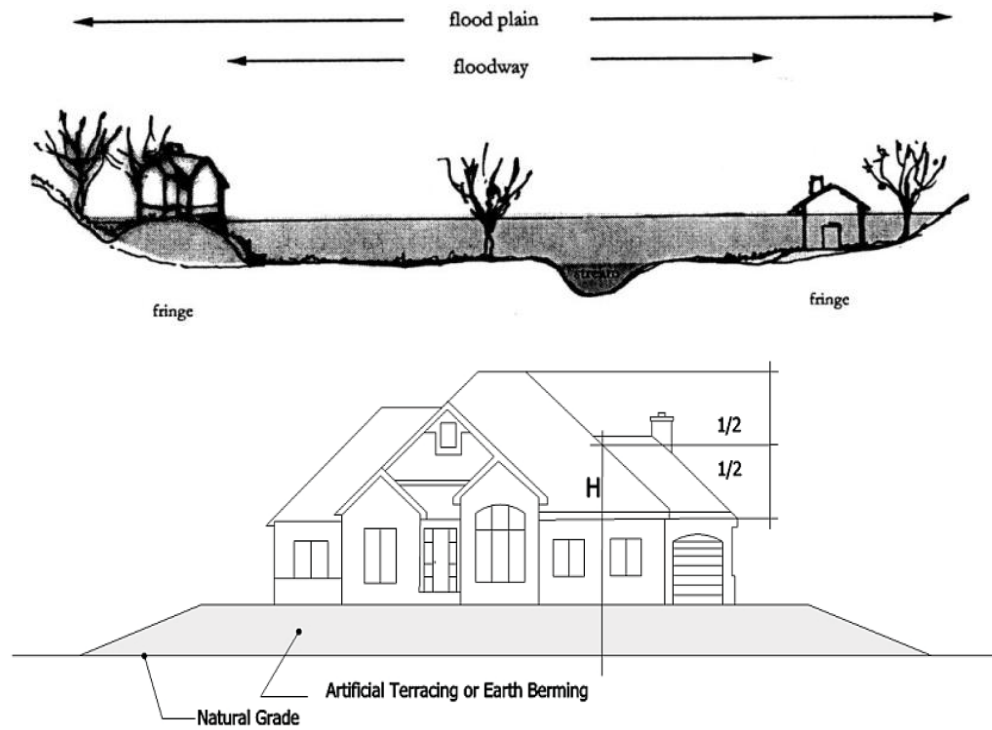
Project team members noted that many other zoning codes use visual references to support the message and meaning of the zoning text. Travis Young wrote,

*“Due to the large amount of text and (sometimes) complicated language within the Code of Ordinances, visual references – in the form of maps, charts, etc. – should be utilized often. The Zoning Code should include maps of individual zoning districts – and overlay districts – within that specific section; and should include charts of requirements, dimensions, etc. for quick reference. A comprehensive chart should be included – possibly in an Appendix – that references uses, conditional uses, districts, dimensions and other characteristics. Also, organization and administrative flow charts that illustrate the application process (among other things) should be included in the zoning code.”*

The recommendations noted by Travis are on-point. The City of Brownwood should consider the use of all or some of the following visual reference ideas:

- Maps for each zone
- Charts of each zones particular requirements
  - Uses
  - Districts
  - Dimensions
  - Conditional Uses
  - Other characteristics
- Flow charts of the application and review process
- Visual references to aid in explanation of definitions and specific requirements (examples are included on the next page)

## Examples of Visual References



## **Existing Organization of Individual Zones in Brownwood**

This section and the next constitute analysis of existing zoning district regulation and this report's recommended zoning district organization. In order to have comparable information I will focus on one zone—R-1 Single-Family Residential—as a type for development of all others. If and when the City of Brownwood updates the zoning code I recommend that the analysis in this report serve as a template for more effective and functional zoning code development.

### **DIVISION 2. R-1 SINGLE-FAMILY RESIDENTIAL DISTRICT**

(a) *Scope of provisions.* The regulations set forth in this section, or set forth elsewhere in this chapter when referred to in this section, are the regulations in the R-1 single-family residential district.

(b) *Use regulations.* A building or premises in the R-1 district shall be used only for the following purposes:

(1) One-family dwellings.

(2) The purposes set forth in the chart of permitted uses in section 98-561.

(c) *Height and area regulations.* The height and area regulations as set forth in article V, division 4 of this chapter shall be observed in the R-1 district.

(d) *Parking regulations.* Off-street parking spaces shall be provided in the R-1 district in accordance with the requirements for specific uses set forth in the chart of permitted uses in section 98-561. (Code 1995, § 158.30)

This passage contains all of the text related to the R-1 zone; however, there are two supplementary tables that underpin the operation of the aforementioned zoning text. The first table in the zoning code lists each zone across the top and each known possible use down the left-hand side: for each zone the permissible uses are check marked. The second table has the basic substantive characteristics of land uses along the top (setbacks etc.) and each zone down the left-hand side: required values for each characteristic are listed for each zone.

The existing zoning text, by division in the code, and the two tables constitute the functional content of each zone in Brownwood.

## **Recommended Organization of Individual Zone Content**

I recommend that the City of Brownwood update the organization and content of each zone according to the template described in this section. The two tables in the current zoning code should be updated to remove pyramidal zoning as well as adding additional information. Visual references should be used throughout the zoning code to illustrate the meaning of definitions and zone regulations etc. All of these changes are supplementary to a fundamental update of each zone.

The current zoning was described in the previous section. The following is the recommended table of contents for each zone (a table of contents should be included in each Division in the zoning code):

## ARTICLE IV. ZONING DISTRICTS

### DIVISION 4.2 R-1 SINGLE-FAMILY RESIDENTIAL DISTRICT

#### 4.2.1 Purpose and Objectives

#### 4.2.2 Permitted Uses

#### 4.2.3 Lot Area

#### 4.2.4 Lot Width

#### 4.2.5 Lot Depth

#### 4.2.6 Lot Frontage

#### 4.2.7 Prior Created Lots

#### 4.2.8 Lot Area Per Dwelling

#### 4.2.9 Yard Requirements

#### 4.2.10 Projections into Yards

#### 4.2.11 Building Height

#### 4.2.12 Distance Between Buildings

#### 4.2.13 Permissible Lot Coverage

#### 4.2.14 Parking, Loading and Access

#### 4.2.15 Other Requirements

Text highlighted in grey represents new regulation in content/substance—not simply reformatting or reorganizing of the existing zoning code information.

### Exemplary Language by Subsection

**The Remainder of this report contains example language, mostly adapted from the zoning code of Provo, Utah, for each subsection described above. The leaders of the City of Brownwood need to consider the ramifications of adding additional and more clear regulation of use and various other aspects of land use—then act to update the zoning after the conclusion of the comprehensive plan update that will conclude in 2011. Brownwood can make zoning work for them—to improve and promote the health, safety, and general welfare of residents.**

**Each section below contains language copied from sources. The exact wording and numerical regulatory values do not correspond with current zoning in Brownwood! The language is merely to spur critical thought—a spring board to an even better way of conducting business.**

#### **4.2.1 Purpose and Objectives**

The Single-Family Residential (R1) zone is established to provide areas for the encouragement and promotion of an environment for family life by providing for the establishment of one (1) family detached dwellings on individual lots, or attached one-family dwellings in a planned open space environment. This zone is characterized by attractively landscaped lots and open spaces with lawns, shrubs, and small orchards.

#### **4.2.2 Permitted Uses**

- (1) Those uses or categories of uses as listed herein, and no others, are permitted in the R1 zone.
- (2) All uses contained herein are listed by number as designated in the Standard Land Use Code published and maintained by the Planning Commission. Specific uses are identified by a four (4) digit number in which all digits are whole numbers. Classes or groupings of such uses permitted in the zone are identified by a four (4) digit number in which the last one (1) or two (2) digits are zeroes.
- (3) All such categories listed herein and all specific uses contained within them in the Standard Land Use Code will be permitted in the R1 zone, subject to the limitations set forth herein.
- (4) Permitted Principal Uses. The following principal uses and structures, and no others, are permitted in the R1 zone:
- (5) Permitted Accessory Uses. Accessory uses and structures are permitted in the R1 zone provided they are incidental to, and do not substantially alter the character of, the permitted principal use or structure. Such permitted accessory uses and structures include, but are not limited to, the following:

### 4.2.3 Lot Area

The minimum area of any lot or parcel of land in the R1 zone shall be as indicated by the subzone used in conjunction with the R1 zone designation. Subzones are designated by adding a suffix number to the R1 zoning symbol. Such suffix number shall be the minimum lot area for the subzone, stated in thousands of square feet.

For example, a subzone of the R1 zone requiring lots or parcels to be a minimum of eight thousand (8,000) square feet would be designated on the zoning map as R1.8. The minimum area of any lot or parcel of land in the R1 zone shall be as indicated below for the subzone in which the lot or parcel is situated.

R1.6 six thousand (6,000) square feet  
R1.7 seven thousand (7,000) square feet  
R1.8 eight thousand (8,000) square feet  
R1.9 nine thousand (9,000) square feet  
R1.10 ten thousand (10,000) square feet  
R1.15 fifteen thousand (15,000) square feet  
R1.20 twenty thousand (20,000) square feet.

### 4.2.4 Lot Width

(1) Each lot or parcel of land in the R1 zone, except corner lots, shall have a width of not less than the following for the subzone in which said lot or parcel of land is situated:

R1.6 sixty (60) feet  
R1.7 seventy (70) feet  
R1.8 eighty (80) feet  
R1.9 eighty-five (85) feet  
R1.10 ninety (90) feet  
R1.15 ninety-five (95) feet  
R1.20 one hundred (100) feet

(2) Each corner lot or parcel in the R1 zone shall be ten (10) feet wider than the minimum required for interior lots in the subzone in which it is located.

### 4.2.5 Lot Depth

Each lot or parcel of land in the R1 zone shall have a minimum lot depth as indicated below for the subzone in which the lot or parcel is situated:

R1.6 ninety (90) feet  
R1.7 ninety (90) feet  
R1.8 one hundred (100) feet  
R1.9 one hundred (100) feet  
R1.10 one hundred (100) feet  
R1.15 one hundred (100) feet  
R1.20 one hundred (100) feet

### 4.2.6 Lot Frontage

Each lot or parcel of land in the R1 zone shall abut a public street for a minimum distance of thirty-five (35) feet, on a line parallel to the centerline of the street or along the circumference of a cul-de-sac improved to City standards. Frontage on a street end which does not have a cul-de-sac improved to City standards shall not be counted in meeting this requirement.

### 4.2.7 Prior Created Lots

Lots or parcels of land which were created prior to the application of the zone (?Month, ?Day, ?Year), shall not be denied a building permit solely for reason of nonconformance with the parcel requirements of this Division.

### 4.2.8 Lot Area Per Dwelling

Not more than one (1) one-family dwelling may be placed on a lot or parcel of land in the R1 zone.

### 4.2.9 Yard Requirements

The following minimum yard requirements shall apply in the R1 zone: (Note: All setbacks are measured from the property line.)

(1) Front /Rear Yard. Each lot or parcel in the R1 zone shall have a minimum combined front and rear yard of at least fifty (50) feet. The minimum depth of a front or rear yard shall be twenty (20) feet. Exception: Notwithstanding a lesser setback for the



main building, garages and carports, whether attached or not, shall be setback at least twenty-six (26) feet from the property line when necessary to ensure a twenty (20) foot driveway depth, measured from the back of side walk.

(2) Side Yard. Except as provided in Subsections (3), (4), (5) and (6) of this Section, each lot or parcel of land in the R1 zone shall have a side yard of not less than ten (10) feet, the combined sum shall be a minimum of twenty (20) feet. Buildings exceeding thirty five (35) feet in height pursuant to a conditional use permit shall have side yards of at least ten (10) feet per side plus an additional one (1) foot of setback for each two (2) feet of building height over thirty five (35) feet.

(3) Side Yard - Corner Lots. On corner lots, the side yard contiguous to the street shall not be less than twenty (20) feet and shall not be used for vehicle parking, except such portion as is devoted to driveway use for access to a garage or carport.

(4) Side Yard - Driveway. See ?????, Brownwood City Code.

(5) Accessory Buildings within the Buildable area. Accessory buildings meeting all setback requirements (within the buildable area) for the main dwelling shall:

(a) Have a building footprint and height less than the main dwelling.

(b) Comply with all lot coverage requirements.

(c) Comply with the latest adopted edition of the Uniform Building code.

(d) Only be used for those accessory uses allowed in the respective zone.

(e) Maintain architecturally similar material and colors with main building.

(6) Accessory Building Outside the Buildable area. Accessory buildings that do not meet the setback requirements (outside the buildable area) for the main dwelling shall meet the conditions in Section (5) above and the following:

(a) Be no closer to the front property line than the main building.

(b) Be no larger than ten percent (10%) of the actual lot area of said property.

(c) Be set back a minimum of three (3) feet from any property line.

(d) Not be located within a recorded public utility easement, unless a release can be secured from all public utilities.

(e) Have no portion of the building exceed 12 feet in height within 10 feet of a property line.

(f) Not be located within a front or street side yard.

(g) Comply with distance between buildings requirements.

(7) Exceptions for Garages and Carports. If an accessory use is a "garage - private," or a "carport" the rules stated above in this Section shall apply, except that in the rear yard of a residential corner lot, a garage or a carport may be located not closer to the property line (next to the side street) than any residence on the adjoining lot, but in no case closer than thirty (30) feet from the property line, whichever limitation is the more restrictive.

#### **4.2.10 Projections into Yards**

(1) The following structures may be erected on or projected into any required yard:

(a) fences and walls in conformance with the Brownwood City Code and other City codes or ordinances;

(b) landscape elements including trees, shrubs, agricultural crops and other plants; and

(c) necessary appurtenances for utility service.

(2) The structure listed below may project into an interior side yard, subject to Uniform Building Code requirements. Only one

(1) such structure shall be permitted per lot.

(a) A carport over a driveway, provided such structure is not more than one (1) story in height and twenty-four (24) feet in length, and is entirely open on at least three (3) sides, except for necessary supporting columns and customary architectural features.

(3) The structures listed below may project into a minimum front or rear yard not more than four (4) feet, and into a minimum side yard not more than two (2) feet:

(a) Cornices, eaves, belt courses, sills, buttresses, or other similar architectural features.

(b) Fireplace structures and bays, provided that they are not wider than eight (8) feet, measured generally parallel to the wall of which they are a part.

(c) Stairways, balconies, door stoops, fire escapes, awnings and planting boxes or masonry planters not exceeding twenty-four (24) inches in height.

(4) The structure listed below may project into a rear yard not more than twelve (12) feet. Patio, provided such structure is not more than one (1) story in height and is open on at least three (3) sides, except for necessary supporting columns and customary architectural features.

#### **4.2.11 Building Height**

No lot or parcel of land in the R1 zone shall have a building or structure used for dwelling or public assembly which exceeds a maximum height of thirty five (35) feet, measured at each building facade, except that the front elevation shall not exceed thirty (30) feet.

(1) In no case shall the height of an accessory structure exceed the height of any main structure on the same lot.

(2) The height limitations of this Section shall not apply to the structures set forth in ?????, Brownwood City Code.

(3) A special exception for greater height may be granted subject to ?????, Brownwood City Code.

#### **4.2.12 Distance Between Buildings**

The distance between any accessory buildings and a dwelling shall not be less than six (6) feet.

#### **4.2.13 Permissible Lot Coverage**

- (1) In an R1 zone, all buildings, including accessory buildings and structures, shall not cover more than forty (40) percent of the area of the lot or parcel of land upon which they are placed.
- (2) At least fifty (50) percent of the area of any lot shall be maintained in landscaping as defined in ?????, Brownwood City Code. On any lot or parcel, concrete or asphaltic cement shall not cover more than twenty-five (25) percent of a front yard, twenty-five (25) percent of a rear yard, and no portion of at least one (1) side yard. The other side yard may be used for a paved driveway.

#### **4.2.14 Parking, Loading and Access**

- (1) Each lot in the R1 zone shall have, on the same lot, off-street parking sufficient to comply with ?????, Brownwood City Code.
- (2) Said spaces shall be paved with asphaltic cement or concrete and shall be provided with a paved access from a public street.
- (3) Except for tandem parking on a driveway as provided in ?????, Brownwood City Code, no parking spaces shall be provided within thirty (30) feet of a front property line.
- (4) The total area of all parking spaces on a lot (including a garage, carport, and uncovered parking slabs) and associated access lanes shall cover not more than thirty (30) percent of the lot.

#### **4.2.15 Other Requirements**

- (1) Signs. See ?????, Brownwood City Code.
- (2) Landscaping. See ?????, Brownwood City Code.
- (3) Trash Storage. See ?????, Brownwood City Code.
- (4) Fencing Standards. See ?????, Brownwood City Code.

# Memo

To: The Mayor, City of Brownwood

From: Allen Kumassah, Master of Urban Planning Student, TAMU

Subject: Suggested Changes to Brownwood Zoning Ordinance and Subdivision Regulations

Date: 11/14/2010

An audit was conducted on the major provisions in the City of Brownwood's Zoning Ordinance and Subdivision Regulations comparing them to provisions in the model zoning ordinance, subdivision regulations and similar ordinances and regulations applied in the City of Eugene, Oregon.

Based on the findings, the following submissions are being forwarded to the city for their own assessment and consideration.

## Zoning Ordinance

1. The zoning ordinance, as it currently stands, does not include a grant of power (purpose and authority). This is usually the first provision which typically states the purpose of the ordinance such as protecting and promoting public health, safety, and welfare among others. There is the need to also state in this provision that the zoning ordinance is in accordance with the city's comprehensive plan or other applicable plans.
2. The purpose for regulating each of the districts created by the zoning ordinance has to be clearly stated. A chart for zone uses can also be included to provide easy identification.
3. To ensure easy reference to information, it is suggested that the methods of procedure for the establishment of boards, committees and commissions, should be provided in the same document as was done for the Board of Adjustment.
4. The establishment of the Zoning Commission as well as its functions and powers has to be clearly stated and provided in the document as was done for the Board of Adjustment.
5. There need to be clear provisions in the document that resolves conflicts with other existing laws and regulations. Usually, in such situations, the more restrictive regulation is applied. This has to be clearly stated.
6. The arrangement or format of the ordinance can generally be made to follow that of the model zoning ordinance or the Standard Zoning Enabling Act (SZA), where for example the grant of power is made the first provision. This can allow for easy detection of provisions in the document.
7. The provisions for sign standards and regulations as well as landscaping and performance controls in the document need to be enhanced. It is suggested that the city should analyze similar provisions applied in other progressive cities.
8. Provisions regulating historic zones can be expanded to include other facilities in addition to wireless telecommunication facilities. The establishment, powers and functions of a Historic Review Board can also be included in the document.

## Subdivision Regulations

1. The purpose and authority provided in the subdivision regulations should be consistent with the city's comprehensive plan and this has to be clearly stated.
2. The details of the criteria and processes for changes or readjustment in the subdivision regulations have to be clearly provided.
3. There should also be clear provisions concerning plat vacations in the document.
4. The regulations on utilities which are in a different document can be provided in the subdivision regulation document to ensure easy reference to this information.

### **Suggested Changes to Brownwood Subdivision Regulations**

1. Section 94-2 and 94-3 provide the purpose and grant of power. It is suggested that the provision should include or state clearly that the purpose of the regulations is consistent with the city's comprehensive plan. This will prevent legal challenges that may attempt to describe the subdivision regulations as arbitrary and capricious. Below is an example.

**Purpose of Subdivision, Tentative Plan.** Sections 98500 through 98575 governing the approval of subdivisions are established in order to accomplish the orderly development of land within the community. These regulations are intended to ensure adequate provision of public facilities and services address potential environmental impacts, protect the public health and safety of the community and enable development to occur **consistent with the Metro Plan.**

(Sec. 9.8500 City of Eugene Development Code)

2. The definitions section can also be expanded to include word(s) or terms in the document that may need better clarifications or have varying legal interpretations but are very important in regulating subdivisions. Below is an example:

*Open Space: Unless otherwise specified in this land use code, the portion of a development site not devoted to buildings, parking, or driveways.*

(Sec. 9.0500 City of Eugene development code)

Definitions can also be provided for words such as “*sidewalk, dedications*”, among others.

3. Section 94-41 (d) makes provisions for readjustments, however it only states that changes, modifications or revisions must be approved by planning and zoning commission. It does not include criteria and processes for change in the regulations. It is difficult to tell if the specific details are provided in another document. It is therefore suggested that the processes and criteria are specifically included in the document.

An example is provided below:

**Modifications to Approved Subdivision Performance Agreement.** The applicant may apply for a modification of the approved subdivision performance agreement following the Type II process. The planning director shall approve the request only if it complies with the following criteria:

(1) *The proposed modification is consistent with the conditions of the original approval.*

(2) *The proposed modification will result in insignificant changes in the physical appearance of the development, the use of the site, and impact on the surrounding properties.*

*If the planning director determines that the proposed modification is not consistent with the above criteria, the proposed modification may not occur. Nothing in this section shall preclude the applicant from initially submitting the requested modification as a new subdivision tentative plan application.*

(Sec. 9.8580 Eugene development code)

4. There are no provisions for plat vacations in the subdivision regulations. This is needed to ensure an orderly process is followed in the termination of the right of public use of certain public areas or ways/streets within the city. Below is an example of a subdivision regulation on vacations.

**Purpose of Vacations:** *In order to ensure the orderly development of land, public ways in the form of streets, roads, alleys, rights-of-way, pedestrian and/or bicycle easements and accessways, or utility easements are established, obtained, or reserved by the city. As land develops, and as land uses change over time, public ways may no longer be necessary for ensuring the orderly development of land. This land use code and state law provide procedures, requirements, and criteria for vacating public ways. The vacation process includes a review of the need for public ways and the manner in which to dispense with public ways. In addition, sections 9.8700 through 9.8725 of this land use code provide a process for the vacation of undeveloped subdivision and partition plats or parts thereof.*

**Applicability of Vacation Procedures.**

(1) *The vacation process applies to recorded undeveloped subdivision and partition plats and to public ways and public easements under the jurisdiction of the city.*

(2) *The city's vacation process does not apply to lands over which Lane County or the state have jurisdiction such as unannexed plats or public ways within the Urban Growth Boundary, or county roads and state highways within the corporate limits of the city where jurisdiction has not been transferred to the city.*

(3) *Vacation of public ways and public easements may be applied for by private citizens, public agencies, or the city council in accordance with EC97000 through 9.7885 Application Procedures.*

**Vacations Application Requirements**

(1) *Vacation of unimproved public easements shall be considered in accordance with the Type I Application Procedures contained in EC97000 through 97885 and the approval criteria contained in EC98715. In the case of public Utility easements, statements of concurrence with the vacation from affected utility providers must be submitted with the application.*

(2) *Vacation of improved public easements, unimproved public right-of-way, and vacation and rededication of unimproved public rights-of-way, except improved public easements and public right-of-way located within undeveloped subdivision or partition plats, shall be considered in accordance with the Type II Application Procedures contained in EC 9.7000 through 9.7885 and the approval criteria contained in EC 9.8720. In the case of public utility easements, letters of concurrence to the vacation from affected utility providers must be submitted with the application.*

(3) *Vacation of any public way acquired with public funds vacation of improved public right-of-way, and vacation of undeveloped subdivision and partition plats, or parts thereof, including public right-of-way and improved public easements located therein shall be considered and decided upon by the city council in accordance with the procedures contained in EC97445 through 97455 and the approval criteria contained in EC98725.*

(4) *All applications shall be accompanied by the application fee established by the city manager pursuant to Chapter 2 of this code, and an additional amount Sufficient to pay the expenses related to publication of the vacation notice.*

(5) *In addition to payment of the application and publication fees referenced in subsection (4) above, a vacation of improved or unimproved public right-of-way, any public way acquired with public funds, or any undeveloped subdivision or partition plat, or portions thereof, shall require the payment by the applicant of a deposit equal to the assessment of special benefit that results from the vacation and disposition of property to the benefitted property owners.*



(a) The assessed value of special benefit and the amount of money to be deposited shall be determined by the city manager. The assessed value of special benefit shall include:

1. The value of the real property and
2. The costs incurred by the city in the construction of public improvements.

(b) Notice of the proposed assessment for benefits shall be given by mail to the owners of the property to be assessed no less than 20 days prior to the public hearing of the vacation application before the city council, or in the case of Type II applications, 10 days prior to the issuance of the Planning Director's decision. The notice shall contain a statement of the names, addresses, and the amount of the proposed assessment of each land owner's special benefit by the vacation. Where a public hearing is required, the notice shall also include the hour, date, and place of the public hearing at which the city council will hear objections to the vacation or assessment.

(c) At least 5 working days prior to the public hearing, or in the case of a Type II application, 5 working days prior to the decision the landowner shall deposit with the city the sum of money called for by this subsection (5).

(d) If the vacation application is approved the deposit shall be retained by the city. If the vacation application is denied, the deposit shall be returned to the land owner.

(6) For vacations of improved or unimproved right-of-way, the application must include the required consent from surrounding property owners as set forth in ORS 271.080(2).

(7) For vacations of unimproved public easements and improved public easements, the application must include the signatures of all property owners and owners of property adjacent to the easement being vacated.

**Approval Criteria for the Vacation of an Unimproved Easement.** The planning director shall approve, with conditions, or deny the vacation application. Approval or approval with conditions shall be based on all of the following.

(1) The subject area is not presently or in the future needed for public services, facilities, or utilities, and the vacation does not prevent the extension of, or the retention of public services, facilities, or utilities; or if needed, the applicant shall provide for the replacement and abandonment of any existing public services facilities or utilities in the subject area.

(2) Such public services, facilities, or utilities can be extended in an orderly and efficient manner in an alternate location.

**Approval Criteria for Vacation of Improved Easements, Unimproved Public Right-of-Way, and Vacation and Rededication of Unimproved Public Right-of-Way.** The planning director shall approve, approve with conditions, or deny the vacation application. The application shall be approved if the vacation is found to be consistent with all of the following criteria:

(1) The subject area is not presently or in the future needed for public services, facilities, or utilities, and the vacation does not prevent the extension of, or the retention of public services, facilities, or utilities; or if needed, the applicant shall provide for the replacement and abandonment of any existing public services, facilities, or utilities in the subject area.

(2) Such public services, facilities or utilities can be extended in an orderly and efficient manner in an alternate location.

(3) The vacation does not impede the future best use of the remainder of the property under the same ownership or any adjoining land; or adversely affect the development of the remainder land, or any adjoining land,

or access thereto; and the vacation does not conflict with provisions of this land use code including the street connectivity standards and block lengths.

(4) Payment of the special benefit assessment(s) resulting from the vacation of unimproved right-of-way required by EC987105 have been made to the city.

**Approval Criteria for the Vacation of Improved Public Right-of-Way, Public Ways Acquired with Public Funds, and Undeveloped Subdivision and Partition Plats.** The city council shall approve, or approve with conditions and reservations of easements, the vacation of improved public right-of-way, public ways acquired with public funds, or undeveloped subdivision and partition plats, or portions thereof, including public right-of-way and improved public easements located therein, only if the council finds that approval of the vacation is in the public interest.

(Sec 9.8700 to 9.8725 City of Eugene development code)

5. There is no provision for exemptions and waivers. The inclusion of provisions in the document covering these can ensure there is clear information on the things that qualify or do not qualify for the exemptions and waivers within the city. Below is an example.

**(a) Exemptions:**

The following types of development are exempt from this Part:

1. additions to existing dwelling units, provided such additions are for residential purposes;
2. alterations to an existing use provided that such alteration occurs entirely within an existing building and within the same square footage;
3. land development which does not result in new building square footage (e.g. parking lots, facade renovations, signs, etc.);
4. additions to existing buildings for which the sole purpose is to provide additional means of egress (e.g. stair towers, elevators, etc).

**(b) School Impact Fee Exemption:**

That portion of impact fees attributable to school impacts shall not be required for senior citizen housing projects or for that portion of a project where certain units are reserved specifically for the elderly. Any project, or portion thereof, which meets either state or federal guidelines for elderly housing, shall be deemed a senior citizen housing project and eligible for a full or partial waiver of school impact fees.

**(c) Affordable Housing Waivers:**

Any residential project containing newly constructed units or substantially rehabilitated housing units that are affordable for households as described in subsections (1), (2) or (3) below are eligible for a waiver of impact fees for that portion of the project. The terms, rules, and regulations used herein shall be the same as those defined and specified in this Ordinance pertaining to Inclusionary Zoning (Article 9). For purposes of determining median income, the income levels specified in Article 9 of this Ordinance, or the most recent amendment thereto, shall be applicable.

1. **25% Waiver of Fees:** Twenty-five percent (25%) of the fees will be waived for any unit in a project that initially sells for a price that is affordable for households below 90% of median income or that initially rents for a three year period for a price (including utilities) that is affordable for households below 75% of median income.
2. **50% Waiver of Fees:** Fifty percent (50%) of the fees will be waived for that portion of a residential project that meets the dual test of initial affordability and continuing affordability. For the purposes of this section, "initial

*affordability" would be defined as a unit that sells for a price that is affordable for households earning less than 75% of median income or that rents for a price (including utilities) that is affordable for households earning below 65% of median. "Continuing affordability" would be defined as affordability that lasts for a period of 99 years.*

3. *100% Waiver of Fees: One hundred percent (100%) of the fees will be waived for that portion of a residential project that initially sells or rents for a price that is affordable for households earning less than 50% of median income and that remains continually affordable as defined above.*

*(Sec. 3.3.3 City of Burlington Subdivision Regulation)*

6. The current numbering arrangement is a bit confusing. The example below example is a suggested numbering arrangement that can be adopted for the regulations.

*Article I. In General*

*Sec. 94-1-101. Definitions.*

*Sec. 94-1-102. Interpretation; purpose.*

*Sec. 94-1-103. Adoption of legislative grant of power.*

*...*

*Article II. Administration and Enforcement*

*Sec. 94-2-101. Enforcement.*

*Sec. 94-2-102. Serving and connecting utilities.*

*Sec. 94-2-103. Dedication and maintenance of streets and alleys.*

Zhengyang Hu and Jing Yang

## Part One ( By Zhengyang Hu)

### Parking

Brownwood Zoning Ordinances has a separate division “Off-Street Parking And Loading Requirements” under “Article V. Supplementary District Regulations”. Parking is defined and regulations are provided for each of the districts. Parking standards and minimum dimensions are also provided. However, there are still something that can be improved. Here are some recommendations:

#### **1. Add “purpose” section.**

Example:

It is the purpose of this article to:

- (a) Ensure there are adequate parking and loading facilities to serve the use or uses of the property;
- (b) Reduce congestion in the streets and contribute to traffic safety;
- (c) Encourage alternate modes of travel that will reduce dependence upon the single- occupancy automobile.

#### **2. Parking Districts**

The demand for parking is highly dependent on the context within which a given use or structure is located. Factors such as proximity to other related uses, availability of public transportation, the density of land uses, and the ability to share parking with nearby uses are all factors which influence the demand for individual and dedicated off-site parking.

An example of how parking districts are divided is: Neighborhood Parking District, Shared Use Parking District, and Downtown Parking District.

##### **(a) Neighborhood Parking District:**

This parking district establishes the baseline of parking requirements throughout the city where the demand for offsite parking is largely dependent on the needs and characteristics of an individual site or land use.

##### **(b) Shared Use Parking District:**

This parking district reduces the requirements from the baseline standards recognizing that opportunities exist to share parking demand between related nearby land uses, and that travel to and between these uses may not be strictly automobile dependent.

##### **(c) Downtown Parking District:**

This parking district further reduces the requirements from the baseline standards recognizing that extensive sharing of parking demand between nearby land uses occurs; that a majority of travel to and

between land uses is independent from an automobile; and that an array of public parking facilities and frequent transit service greatly reduces the need for independent parking for individual land uses.

Parking requirements in the table in Sec. 98-561 can be divided into different categories regarding different parking districts. Here is an example:

<b>Table 8.1.8-1 Minimum Off-Street Parking Requirements</b>			
	<b>Neighborhood Districts</b>	<b>Shared Use Districts</b>	<b>Downtown Districts</b>
<b>RESIDENTIAL USES</b>	<b>Per Dwelling Unit except as noted</b>		
Multi-unit attached dwelling units, studio units or 1-bedroom dwelling unit.	2	1	1
Single Family detached and Duplex	2	2	1

### 3. Create a table for Sec. 98-635. Minimum dimensions of off-street parking

A table will be more clear and user-friendly. Here is an example:

Table 8.1.11-1 Minimum Parking Dimensions					
Angle of Parking Space	Width of Space	Length of Space	Width of Angled Space	Length of Angled Space	Minimum Back-Up Length
Standard Cars					
Parallel Parking	9.0'	22.0'	-	-	-
45° Angle	9.0'	20.0'	12.7'	20.5'	15.0'
60° Angle	9.0'	20.0'	10.4'	21.8'	18.0'
90° Angle	9.0'	20.0'	9.0'	20.0'	24.0'
Aisle width (one-way)	10'				
Aisle width (two-way)	20'				
Compact Cars					
Parallel Parking	8.0'	20.0'	-	-	-
45° Angle	8.0'	18.0'	11.2'	18.3'	13.0'
60° Angle	8.0'	18.0'	9.2'	19.8'	15.0'
90° Angle	8.0'	18.0'	8.0'	18.0'	20.0'

### 4. Development and maintenance of parking areas

Some specific development and maintenance requirements can be provided. Such as screening, fencing, surfacing, lighting, use, etc. Examples:

(a)**Screening.** An area with screening shrubs or a fence of acceptable design shall be required at the front yard setback line. If screening shrubs are used, any such planted area shall be served by an underground irrigation system. Such planted area shall not be surfaced in part or whole with concrete, asphalt or other surface material, but shall contain earth, and may, in addition, contain filters such as wood shavings, bark, volcanic rock or other similar mulch material.

(b)**Fencing.** A solid fence at least six feet high is required when any surfaced area is established abutting residentially zoned property.

(c)**Surfacing.** Any off-street parking area shall be surfaced with asphaltic or portland cement binder pavement or compacted gravel (minimum four inches compacted base), grasscrete or other surface approved by the planning and building director, so as to provide a durable, dustless and continuous (from point of access to edge of public street) all weather surface that is appropriately structured and bordered for permanence, and shall be so graded and drained as to dispose of all surface water accumulated within the area, and shall be so arranged and marked as to provide for orderly and safe loading and unloading and parking and storage of vehicles. The foregoing requirements with respect to surfacing shall not apply to a parking area in an A district if more than five hundred feet distant from any R district; except that a dustless surface shall be provided in any case. The planning and building department shall establish specifications for acceptable surfacing to be made available to the public.

(d)**Lighting.** Lighting, if provided, shall reflect away from residential areas and public streets.

(e)**Use.** Parking facilities shall be used for automobile parking only. No sales, dead storage, repair work, dismantling or servicing of any kind shall be permitted.

(f)**Covered parking.** Fifty percent of the paved parking lot shall be with tree canopies within fifteen years of securing building permit; development of such canopy shall be in accordance with master parking lot tree list guidelines.

## **5. Parking for Disabled Persons**

Example:

Parking spaces for disabled persons shall comply with current the Americans with Disabilities Act guidelines and shall be at least eight feet (8') wide with an adjacent access aisle at least five feet (5') wide. Parking access aisles shall be part of an accessible route to the building or facility entrance. Accessible parking spaces shall be designated as reserved for the disabled by a sign showing the symbol of accessibility. Painting of the paved area for the dedicated parking spaces alone shall not be sufficient as the sole means of identifying these spaces.

## **6. Maximum Parking Spaces**

Example:

The total number of parking spaces provided in all parking districts shall not be more than 125% of the minimum number of spaces required for the Neighborhood Parking District. In no case shall the maximum number of required spaces be less than one (1) per unit of measurement (beds, units, 1000 gross sqft, etc.) for the use.

Examples of exemptions:

The following shall reduce the maximum number of allowable spaces required by this section:



**1. Structured Parking:** Spaces provided within the footprint of a structure containing one or more other uses, including rooftop, at-grade, or below grade spaces shall not be counted towards the maximum, provided the floor area dedicated to parking is less than 50% of the total gross floor area of the structure;

**2. Public Parking:** Spaces provided and available for use by the public shall not be counted towards the maximum;

**3. Carpool, Vanpool, and Car-Share Parking:** Spaces dedicated for vehicles participating in a carpool, vanpool, or car-share program shall not be counted towards the maximum. Such spaces shall be reserved for such use and be signed or marked accordingly; and,

**4. Alternative Fueled Vehicle Parking.** Parking spaces dedicated for vehicles operating on primarily alternative fuels including but not limited to electric, natural gas, and hydrogen shall not be counted towards the maximum. Such spaces shall be reserved for such use and be signed and/or the space painted with the words "Alternative Fueled Vehicles Only."

**5. Waiver of Maximum Parking Limitations.** Parking in excess of the maximum parking limitation of this section may be waived with the following additional requirements:

A. The applicant requesting the waiver shall also provide a peak demand parking study for two similar uses in the area; and,

B. The following additional review criteria shall be addressed regarding how:

(i) The need for additional parking cannot reasonably be met through provision of on-street parking or shared parking with adjacent or nearby uses;

(ii) The proposed development demonstrates that its design and intended uses will continue to support high levels of existing or planned transit and pedestrian activity; and,

(iii) The site plan indicates where additional parking can be redeveloped to a more intensive transit supportive use in the future.

## **Part Two (By Jing Yang)**

Brownwood does not regulate signs in the zoning and subdivision ordinances. It is strongly recommended that sign regulations should be added. It is better to have one section to deal with sign issues specially. The following give an example about the sign regulations but more detailed information still needs to be considered.

### **Sign**

**(Introduction: This Article of the Signs Ordinance addresses the type, size, location, and design of all types of signs throughout the city. In action of signs, it is important to understand that City of Brownwood is considering only the physical aspects of the sign, not its content. Signs can be considered and permitted individually, or as part of a "Sign Master Plan" that treats all signs within a development or complex as a group to encourage creativity.)**

## **1: Authority and Intent**

These regulations are enacted under the provisions of section of Purpose and Powers (Brownwood does not have this section now) with the intent to ensure that all signs and advertising features are:

- a) Compatible with their surroundings;
- b) An enhancement to the city's visual environment;
- c) Orderly, readable, and safe;
- d) Harmonious in color, material and lighting with the building to which it relates; and,
- e) Non-distracting to motorists.

## **2: Permit Required, Exemptions, Prohibited Signs, Temporary signs Non-Conforming Signs**

### **Permit Required**

All signs, regardless of size, shall require the issuance of a zoning permit before public display unless otherwise specifically exempt by this Article.

### **Exemptions**

The following types of signs are permitted in all parts of the city and shall be exempt from the requirements of this Article, for example (each should have detailed explanation, I just give an example of political signs)

- a) **Political Signs:** Signs advertising political parties and/or candidates provided:
  - 1. The size of such signs does not exceed thirty two (32) square feet;
  - 2. Such signs are not erected earlier than forty five (45) days prior to the election to which they pertain; and,
  - 3. All such signs are removed within three (3) days after the date of the election.
- b) **Directional Signs:**
- c) **Real Estate Sale/Rental Sign**
- d) **Flags:**
- e) **Contractor Sign.**
- f) **Property Restriction Signs.**
- g) **Holiday Decorations:**

### **Prohibited Signs**

The following types of signs shall be prohibited in all parts of the city:

- a) No person shall paint, paste, brand, stamp or in any other manner place on or attach to any tree, rocks or other natural feature, utility pole, or other pole on any street or public right-of-way, any sign, excluding an official sign, or other advertisement, bill, notice, card or poster.
- b) Any off-premise sign which advertises or otherwise directs attention to any commodity or activity sold, offered or conducted elsewhere than on the premises upon which such sign
- c) Any sign or supporting structure located in or over the traveled portion of any public right-of-way unless the sign is attached to a structural element of a building and an encroachment permit has been obtained from the department of public works.

d) Any sign or other advertising device with visible moving or movable parts or with flashing animated or intermittent illumination (except signs indicating the time, date or weather conditions), and any sign that contains any fluorescent paint or device, including has the effect of intensifying reflected light.

#### **Temporary signs**

The display of any such temporary sign(s) shall be limited to two non-consecutive 30-day periods per calendar year. Any other sign shall be considered permanent.

#### **Non-Conforming Signs**

Any sign or other advertising device which does not conform to the provisions of this ordinance in terms of location, area, illumination, type, or height shall be deemed a non-conforming sign. Non-conforming signs may remain in use at the same location, and ordinary maintenance and repair of such signs shall be permitted.

### **3: Sign Permit Applications and Submission Requirements**

Submission requirements shall include all the following, as applicable:

- 1 A completed application form, and signed by the property owner, along with the applicable fee;
- 2 A scaled rendering of the proposed sign indicating this dimensions in square inches or feet (length, width, height), and all materials and colors used;
- 3 Applications involving freestanding signs shall include a scaled site plan indicating the location of all existing and proposed signs on the lot and all setbacks in feet from the property lines and/or rights-of-way.
4. Applications involving parallel and projecting signs elevation indicating the location face and the frontage dedicated to the establishment in linear feet.
5. Where applicable, the type and method of illumination (i.e. external, internal, or backlit), including the fixture style, placement, and bulb wattage and type;
6. The total square footage of all existing signs for the establish
7. Photographs of the building or site where the sign is proposed.

Such requests require only **administrative review** and approval pursuant to the procedural requirement and the requirements of this Article.

### **4: Types of Signs (each should have detailed explanation)**

- a) **Freestanding Signs:**
- b) **Kiosk Signs:**
- c) **Parallel Signs:**
- d) **Projecting Signs:**
- e) **Roof Signs:**

## **5 Sign Location and Area**

### **a) Obstruction:**

No sign shall be placed in such a way that it prevents clear and unobstructed view of a highway or official sign or of approaching or merging traffic.

### **b) Setbacks:**

No portion of any freestanding sign shall be located any closer to any property line than fifty per cent (50%) of the required yard setback for the district in which it is located.

### **c) Calculation of Sign Area:**

The following shall govern the calculation of a sign's area:

1. The area of a sign shall include all lettering, designs, or symbols, together with the background, whether open or enclosed, upon which they are displayed. Not included are any supporting framework incidental to the display itself.

2. Advertising relating to a specific product or products sold on the premises, or the utilization of corporate symbols, logos, or similar features, shall be included in the aggregate sign area permitted for each establishment.

3. Where a sign consists of individual letters or symbols attached, painted, or applied directly to a building, wall, or window, the area shall be considered to be the smallest rectangle encompassing all the letters and symbols.

4 The maximum allowable area of a sign shall include all permanent signs attached, painted, or applied to a building facade. If an establishment has walls fronting on two (2) or more streets, the sign area for each street shall be computed separately.

## **6: Sign Lighting**

In addition to the outdoor lighting requirements, the following requirements shall pertain to the lighting of all signs:

- a) Signs shall be illuminated such that the illumination does illuminate the surrounding area.
- b) Externally illuminated signs:
- c) Backlit signs:
- d) Internally illuminated signs:

## **7: District Regulations**

a) It is better to have sign regulation by district. In each district, the following regulations should be provided:

### **1 Permitted signs**

### **2 Restrictions on signs**

For example,

### **Sec. 7.2.2 Signs in Residential and RCO Districts**

#### **(a) Permitted Signs:**

In addition to signs authorized under **Sec. 7.1.3** and **Table 7.2.1-1**, only the following on-premise signs shall be permitted in any Residential and RCO districts.

1. **Organization Signs.** Parallel, projecting and freestanding signs representing governmental educational or religious organizations provided that the total area of all signs for any individual use shall not exceed twenty (20) square feet.
2. **Agricultural Signs.** One (1) sign advertising for sale agricultural produce raised on the premises, not to exceed two (2) square feet in area.
3. **Non-residential Building Sign.** One sign identifying a permitted non-residential building, use, or activity, provided the area of such sign shall not exceed twenty (20) square feet.

#### **(b) Restrictions on Residential District Signs:**

The following restrictions regarding type and placement of signs pertain to all signs in all Residential and RCO districts:

1. No sign shall be located within three (3) feet of any sidewalk or its vertical plane, except where such sign is attached to the face of the building at least eight (8) feet above the sidewalk and protruding no more than six (6) inches from the face of the building.

b) A table will be more clear and user-friendly.

Signs shall be permitted in each district as specified in Table below and as further regulated by the provisions.

For example,

<b><u>Table 7.2.1-1: Sign Regulation Summary</u></b>					
		<b>Zoning District<sup>4</sup></b>			
<b>Sign Type</b>	<b>Dimensional Requirements</b>	<b>All RCO, Residential, and Institutional Districts</b>	<b>All Mixed Use Districts</b>	<b>All Enterprise Districts</b>	<b>(Reserved)</b>
<b>Parallel</b>	Size	20-sf	2-sf <sup>1</sup>	2-sf <sup>1</sup>	-
	Maximum Height	14-ft <sup>2</sup>	14-ft <sup>2</sup>	14-ft <sup>2</sup>	-
	Illumination	No	Yes	No	-
<b>Projecting</b>					
	Size	4-sf	4-sf	4-sf	-
	Maximum Height	12-ft <sup>2</sup>	14-ft	14-ft	-
	Illumination	No	Yes	No	-

## Part Three (By Zhengyang Hu, Jing Yang and Heather Wade)

### **Appropriate Landscape Regulations**

Residents of Brownwood, Texas are passionate in their love for the outdoors and the environment. The opportunity to live amongst and appreciate a robust rural and natural environment on a daily basis is a principal reason residents choose to live here. Accordingly, a thoughtful use of native plants will provide residents the opportunity to engage their daily lives with the native landscape offered in Troy.

#### **A. Placement and Organization of Development.**

Placement of development should respond to the distinct orientation, character and assets of the specific lot. The placement of a home site should fully consider and capitalize on innate factors such as views, vegetation and topography.

Of primary importance when developing is heeding the notion that the built environment should be *of* the land, and not simply *on* the land. It is desirable that the lot lines and peripheries are not engrained and celebrated, but rather that they will visually fade over time, resulting in a more organic and integrated overall character.

Additionally, driveways shall be a maximum of 12 feet wide, and when locating the drive, emphasis should be placed on minimizing sight distances and homestead visibility from the road, minimizing impervious cover and preserving natural vegetation.

#### **B. Landscape Materials.**

The palette of landscape materials, both built and organic, shall adhere to the community's overall vision. Landscape materials should convey a timeless aesthetic that unites a cohesive community living in direct connection with the natural environment.

It shall be required for development to preserve existing large trees and minimize disturbance. Preserving existing mature trees will be of primary importance. The City of Troy should require the use of primarily native plants that reflect the area's regional character. Along with their appropriate and attractive aesthetic character, native and adapted species require less irrigation and coincide nicely with the community's conservation efforts.

#### **C. Implementation**

Construction processes must be carefully planned and managed to ensure minimal site disruption and development impact. Impacted trees and plants should be protected as much as possible and astute construction phasing should be employed. Possible strategies for minimizing impact, to skillfully create the community out of a delicate rural ecosystem, include using site elements (such as trees that must be cleared). Strategically placed lay down areas can be used to store mulch during construction to limit landscape disturbance. Excavated soils and fill materials can be accumulated and used to restore disturbed landscape areas; this approach more effectively promotes revegetation than imported topsoil because it contains existing seed characteristics of the site's native plants and grasses. These and other techniques can ensure minimal disruption to a precious and fertile ecosystem throughout the project's implementation.



# MEMORANDUM

**To:** City Officials of Brownwood, TX

**From:** Danyu Shi

**Date:** November 15<sup>th</sup>, 2010

**Subject:** Suggestions on zoning ordinance and subdivision ordinance

## **Introduction**

I reviewed the zoning ordinance and subdivision ordinance of Brownwood, and compared them to the ordinances of Charlottesville, VA. As of the 2009 census update, Charlottesville had a population of 41,750. In 2004, Charlottesville was ranked the best place to live in the United States in the book *Cities Ranked and Rated* by Bert Sperling and Peter Sander.

Based on my findings from the ordinance review, I will give some suggestions on the two ordinances of Brownwood.

## **Zoning Ordinance**

### **Grant of Power and Purpose**

The zoning ordinance of Brownwood has covered most of the main parts mentioned in the Standard State Zoning Enabling Act (SZA) and the model zoning ordinance of Mandelker. However, there is no any sentence about the Grant of Power and purpose in Brownwood's zoning ordinance, which seems to be a big flaw and needs to be improved.

### **Definition**

There is no specific "Definition" section. The definitions are in Article I. In General, the definitions in Brownwood's zoning ordinance are comparatively less than those in Charlottesville's ordinance.

There are some definitions which look unnecessary such as *college, Disability and disabled person, Hotel, Junkyard, university* and so on. Some important definitions are missing, such as *Accessory apartment, Detached, Setback, sign, Commission* and so on. What is more, there is also problem of inconsistency. For example, for *Home occupation*, it is said that "See the definition of 'Conditional uses'." However, the definition of "Conditional uses" does not exist in the ordinance.

Those unnecessary definitions can be removed from the ordinance, while those important definitions which are missing should be added. At the same time, the problem of inconsistency should be avoided.

### **Districts**

In the zoning ordinance, 15 different kinds of districts are defined. There seems adequate number of districts for commercial, industrial, college and university, agriculture and commercial office districts. However, there seems to be too many residential districts. Some of the residential districts such as R-1, R-1A and R-1B can be combined.

### **Procedures for Administration**

The procedures for administration are clear and easily found. There is a section about board of adjustment. Procedures and substantive guidelines for granting special exceptions and variances can also be found.

Plan commission and zoning commission are mentioned in the ordinance for many times. However, there is no section establishing a plan commission or a zoning commission. There should be a certain part establishing the plan commission and zoning commission in the ordinance. The organization, power and duties, and certain procedures for administration of these commissions should also be mentioned.

### **Numbering System**

The numbering system of Brownwood's ordinance is a little confused. It can be improved as:

Article I. In General

[Sec. 98-1-101. Short title.](#)

[Sec. 98-1-102. Definitions.](#)

[Sec. 98-1-103. Interpretation.](#)

...

Article II. Administration and Enforcement

Division 1. Generally

Secs. 98-2-101--98-2-120. Reserved.

Division 2. Board of Adjustment

[Sec. 98-2-201. Created; organization; power of subpoena, etc.](#)

[Sec. 98-2-202. Powers and duties.](#)

[Sec. 98-2-203. Requests for special exceptions.](#)

...

### **Use of Tables and Charts**

There is only one table— Chart of Permitted Uses in Article V. Supplementary District Regulations, which is very complicated and hard to compare the permitted uses of different districts.

More tables can be used when describing the requirements for different districts. Also certain charts can be used in the definition part to make those definitions easier to understand.

### **Special topics**

Some special topics such as sign, landscaping, performance (design) controls, historical preservations are not covered in the ordinance, while they are adequately covered in Charlottesville's ordinance. The city may want to add these topics to the zoning ordinance in the future.

### **Regulated items**

For different zoning districts, there are Use regulations, Height and area regulations, Parking and loading regulations. However, compared to Charlottesville, Brownwood has very less regulated ordinance in terms of physical and use regulations.

In Charlottesville's ordinance, there is a detailed table regulating uses in different districts. For each district, different items are regulated. For example, for Residential Zoning Districts, there are height restrictions; requirements for number, density, area; requirements for the minimum distances between two buildings; required setbacks for front yard, side yard, rear yards; and land coverage requirements. For Commercial Districts, there are height restrictions; requirements for density; stories of buildings; required setbacks for front yard, side yard, rear yards.

More detailed regulations for different districts may be added to Brownwood's ordinance.

## **Subdivision Ordinance**

### **Purpose**

The purpose part of Brownwood doesn't mention the grant of power as Charlottesville's ordinance does. Sentence such as "Promote public health, safety, morals, and the general welfare" should be included in the purpose part.

### **Definition**

In General, the definitions in Brownwood's subdivision ordinance are comparatively less than those in Charlottesville's ordinance. Some important definitions are missing, such as floodplain, monument, sidewalk, open space, boundary line, drainage and so on. At the same time, some definitions in Brownwood's subdivision ordinance are not that strict as those in Charlottesville's ordinance.

There should be adequate definitions in the definition section in Brownwood's subdivision ordinance. The definitions for many items mentioned in the ordinance should be added. And some of the definitions should be stricter and more explicit.

### **Procedures for Administration**

Plan commission and zoning commission are mentioned in the ordinance for many times. However, there is no section establishing a plan commission or a zoning commission. There should be a certain part establishing the plan commission and zoning commission in the ordinance. The organization, power and duties, and certain procedures for administration of these commissions should also be mentioned.

The administration procedures in Article II. Administration and Enforcement and Article III. Plats can be combined into a whole part.

### **Lists for items to include on the plats**

In the Design Standards section, there are specific requirements for streets, alleys, easements, blocks, lots, public sites and open spaces. However, there are no specific and complete lists for all of the items to include on the plats.

There are sections about data that should be included in Preliminary plats and final plats for conditional approval in Appendix B. However, the city may consider have a specific part about the plat requirements for the preliminary and final plats, including the plat details and required documents and information. You can refer to Charlottesville's subdivision ordinance for more information.

### **Numbering System**

The numbering system of Brownwood's subdivision ordinance is a little confused. It can be improved as:

Article I. In General

Sec. 94-1-101. Definitions.

Sec. 94-1-102. Interpretation; purpose.

Sec. 94-1-103. Adoption of legislative grant of power.

...

Article II. Administration and Enforcement

Sec. 94-2-101. Enforcement.

Sec. 94-2-102. Serving and connecting utilities.

Sec. 94-2-103. Dedication and maintenance of streets and alleys.

...

### **Use of Tables and Charts**

There is one table in Article V. Required Improvements. There are also several tables in Appendix A. Tables can be added in Article IV. Design Standards. For example, one table can be used when describing the regulations for right-of-way widths for different kinds of streets. The tables will make such regulations easier to read and find.

### **Amendments**

There is no specific procedure about amending this ordinance, which needs to be added.

### **Special Topics**

There are regulations for signs, parking, landscaping, and floods within Industrial Park District. However, there also should be such regulations for other districts. The historic topics are not covered in this ordinance, which needs to be added in the future.

## PLAN 658 Ordinance Rewrite—Format

Danyu Shi

### Zoning Ordinance

#### **Organization**

Generally speaking, the zoning ordinance in Brownwood has similar type of sections and subsections while comparing with the model ordinances. However, the organization and document layout of the ordinance is weak and difficult to navigate.

#### *Grant of Power and Purpose*

First of all, Brownwood's zoning ordinance does not include a grant of power section, which seems to be a big flaw of this ordinance. The grant of power is usually the first provision which states the purpose of the ordinance. According to SZE, this part is suggested like this, "For the purpose of promoting health, safety, morals, or the general welfare of the community, the legislative body of the city of Brownwood is hereby empowered to regulate and restrict..." (SZE)

After the grant of power section, there can also be a purpose section stating detailed purpose such as "to provide for adequate light, air, and convenience of access, and to protect against obstruction of light and air; to regulate and restrict the location of trades, industries and residences; to provide a balance of housing opportunities suitable for meeting the current and future needs of residents of the city" (Charlottesville Zoning Ordinance) and so on.

There is the need to also state in this provision that the zoning ordinance is in accordance with the City's comprehensive plan or other applicable plans.

#### *Divisions*

The divisions of the ordinance can generally be made to follow that of the model zoning ordinance or the Standard Zoning Enabling Act (SZE), which can allow for easy detection of provisions in the document by the general public who maybe familiar with the SZE or the model zoning ordinance.

Grant of power and purpose should be added in **Article I, In General**.

**Article II. Administration and Enforcement** and **Article III. Nonconforming Uses and Structures** can be combined as one division—Administration. Plan commission and zoning commission are mentioned in the ordinance for many times. However, there is no section establishing a plan commission or a zoning commission. There should be a certain part establishing the plan commission and zoning commission in the Administration section. The organization, power and duties, and certain procedures for administration of these commissions should also be mentioned.

In Brownwood's ordinance, the details for each zoning districts are combined as a division in **Article IV. Zoning Districts**, which makes that division very long and difficult to navigate. I would suggest that different zoning districts be regulated in different divisions. For example, in Charlottesville's zoning ordinance, divisions are defined as: **Article II. Overlay Districts; Article III. Residential Zoning Districts; Article IV. Commercial Districts; Planned Unit Development Districts; Mixed Use Corridor Districts**. For Brownwood's ordinance, there can be divisions for Residential Districts, Commercial Districts, Industrial Districts, College and University District, Agriculture District and Commercial Office District, so that different districts will be much easier to navigate and there will be more clear and concise explanations.

There is no need to have a specific division of **Article VI. Telecommunications**. Provisions regulating historic zones can be expanded to include other facilities in addition to wireless telecommunication facilities. The establishment, powers and functions of a Historic Review Board can also be included in the document.

## Numbering System

The numbering system of Brownwood's ordinance is a little confused. It can be improved as:

Article I. In General

[Sec. 98-1-101. Short title.](#)

[Sec. 98-1-102. Definitions.](#)

...

Article II. Administration and Enforcement

Division 1. Generally

Secs. 98-2-101--98-2-120. Reserved.

Division 2. Board of Adjustment

[Sec. 98-2-201. Created; organization; power of subpoena, etc.](#)

[Sec. 98-2-202. Powers and duties.](#)

## Use of Tables and Charts

There is only one table— Chart of Permitted Uses in Article V. Supplementary District Regulations, which is very complicated and hard to compare the permitted uses of different districts. More tables can be used when describing the requirements for different districts. Also certain charts can be used in the definition part to make those definitions easier to understand.

There are a lot of tables and charts in Charlottesville's ordinance, which make it clearer and easier to understand. For example:

TABLE INSET:

Zoning District	Height Restrictions	Required Front Yard	Required Side Yard	Required Rear Yard
B-1	45 feet, max.	20 feet, min.	None Req'd.	None Req'd.
B-2	45 feet, max.	20 feet, min.	None Req'd.	None Req'd.
B-3	70 feet, max.	None Req'd.*	None Req'd.	None Req'd.
M1	85 feet, max.	20 feet, min.	None Req'd.	None Req'd.
Emmet Corridor (ES)	3 stories, max.	5 feet, min.	None Req'd.	None Req'd.
Industrial Corridor (IS)	4 stories, max.	None Req'd.	None Req'd.	

The diagram illustrates a cross-section of a landscape. In the center is a 'flood plain' and 'floodway' area, indicated by a wide, shallow depression. On either side of this central area are 'fringe' areas, each containing a house and some trees. Arrows point outwards from the central area, indicating the extent of the flood plain and floodway.

## Subdivision Ordinance



## **Organization**

The organization of Brownwood's subdivision ordinance seems to be more logical and clear comparing to its zoning ordinance. However, there are still some points that need to be improved.

The purpose part of Brownwood doesn't mention the grant of power as Charlottesville's ordinance does. Sentence such as "Promote public health, safety, morals, and the general welfare" should be included in the purpose part.

There is also the need to state in Article I. In General that the subdivision ordinance is in accordance with the City's comprehensive plan or other applicable plans.

## **Numbering System**

The numbering system of Brownwood's subdivision ordinance is a little confused. It can be improved as:

Article I. In General

Sec. 94-1-101. Definitions.

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Article II. Administration and Enforcement

Sec. 94-2-101. Enforcement.

Sec. 94-2-102. Serving and connecting utilities.

Sec. 94-2-103. Dedication and maintenance of streets and alleys.

## **Use of Tables and Charts**

There is one table in Article V. Required Improvements. There are also several tables in Appendix A. Tables can be added in Article IV. Design Standards. For example, one table can be used when describing the regulations for right-of-way widths for different kinds of streets. The tables will make such regulations easier to read and find.